THE MYSORE BLUE BOOK JOURNAL

BANGALORE:
PRINTED AT THE GOVERNMENT PRESS
1921

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THE

MYSORE BLUE BOOK JOURNAL

Vol. VI, No. 1.] [1921-22.

INTRODUCTION.

In Part I of this issue are published extracts from the reports on the administration of Co-operative Societies in Mysore and of the State Police and Industries departments during the year 1919-20. The Government reviews on these reports have been published in previous issues.

* * *

The Government order on the proposals submitted by the Superintendent, Bangalore Central Jail who was deputed to study the general management of industries in certain jails in the Madras Presidency, will also be found in this part. These proposals relate to the introduction of improvements in the existing industries and the starting of new ones in the Bangalore Jail. The new industries to be started include Printing and Book-binding, Gingelly Oil Pressing and Wire netting.

* * *

Part III contains four interesting papers, namely the Government orders on the expansion of education amongst the depressed classes and of women's education in the United Provinces and the reports of the two special committees appointed by the Government of India, the one to consider the Indian Press Act aud the other to make recommendations for the amendment of the Indian Income Tax Act.

* * *

The scheme for the education of the depressed classes in the United Provinces has some interesting features of which the more important may be briefly mentioned. It fixes on the district boards the responsibility for the dissemination of education among the children of these classes. The boards are empowered to appoint supervisors for the purpose who will be selected from assistant masters of middle schools or head masters of primary institutions and whose duty it will be to visit communities of the depressed classes and explain the advantages of education for their boys. Sanction is accorded to the boards to start aided schools for children of the depressed classes wherever a managing body or panchayat of a particular caste of these classes could guarantee a suitable building and an attendance of not less than 20 children by the end of the year. Necessary facilities are afforded to the boards in this respect.

* * *

The measures sanctioned to develop and extend female education in the same Province also savour of a forward policy in the matter. A scheme has been formulated which secures better pay for women teachers in order to attract to, and retain in, the profession competent candidates; a generous scale of grant-in-aid to aided schools; increased rates of stipends and allowances in training classes; assistance towards contingent charges and adequate provision of buildings and their equipment. The Government have agreed to bear half of the cost, recurring and non-recurring, which the above scheme entails. The changes to be made in the educational rules provide for the co-education of pupils, subject to age-restrictions and local opinion, the employment of a superannuated male teacher in the absence of a certificated female teacher and free tuition in girls' schools or in the case of girls reading in boys' schools.

* * *

In Part IV is printed a brief note on agricultural work in the United States of America, prepared by Mr. L. Subrahmanya Iyer, B.A., foreign scholar.

PART I—Orders of Government (Mysore).

REVENUE.

Acquisition of Lands.

A CHANGE OF PROCEDURE.

Government agree with the Revenue Commissioner and direct that proposals for acquisition of lands required by the Revenue Department only need be sent up through the Revenue Commissioner and that in the case of requirements of other departments, the Deputy Commissioners of Districts should submit their proposals for acquisition direct to Government in the Department concerned.

G. O. No. R. 541-602—L. R. 338-20-2, dated 27th July 1921.

Accidental Fires in Villages.

GRANT OF FREE BUILDING MATERIALS TO SHIKMIDARS.

The Revenue Commissioner in Mysore states that there is no objection to Hissidars and Shikmidars being granted materials free of cost to the value of one year's kandayam paid by each, as allowed under the rules, on the production of a certificate from the Village Officers, about the kandayam paid by them as such and provided the Amildar is satisfied with such certificates; but that tenants who do not pay any kandayam to Government are not entitled to any concession as they are in the position of coolies or servants of the owners of land. Government agree with the above and sanction the extension of the concessions to Shikmidars and Hissidars also, under the rules laid down in Government Order No. R. 2746-56—L. R. 11-16-2, dated 7th September 1916 and Government Order No. R. 19-20—Ft., dated 22nd October 1920.

In the cases of villages adjoining State Forests the District Forest Officers will be authorised to sanction the free grant of materials from State Forests.

Tenants, not being kandayam-paying raiyats are not ordinarily entitled to these concessions.

G. O. No. R. 920-9—R. M. 43-20-7, dated 13th August 1921.

EXCISE.

Excise Department.

POWERS OF OFFICERS.

Under Section 4 (*g*) of the Mysore Excise Regulation V of 1901, as amended from time to time and in supersession of Notification No. 8241—S. R. 130-14-3, dated 6th January 1919 and of clauses numbered 1 under Excise Commissioner, Deputy Commissioners of Districts, and District Excise Officers in Notification No. 11287—Ex. F. 3-1901, dated 7th January 1902, the Government of His Highness the Maharaja of Mysore delegate the following powers to these officers :—

(1) Powers to be exercised by the Excise Commissioner :—

(*a*) Power to appoint, transfer and grant leave to all Inspectors and Probationary Inspectors and to promote Assistant Inspectors from the second to the first grade. The appointment of Inspectors on a pay of Rs. 100 and above will be subject to approval of Government.

(*b*) Power to appoint and transfer ministerial and menial establishment in his own office and in the Central Distillery including the executive establishment in the latter, the appointment of officials on Rs. 100 and above being subject to the approval of Government.

(2) To the Deputy Commissioners of Districts.—

(1) Power to appoint, transfer and grant leave, etc., to Assistant Inspectors of and above Rs. 25, except the promotion of Assistant Inspectors from the second to the first grade.

(*b*) In regard to punishments, full powers in respect of all the above officials.

(*c*) Power to appoint ministerial officers above Rs. 25 and up to Rs. 40.

(3) To the District Excise Officers and Assistant Commissioners in charge of Excise work.—

(*a*) Power to appoint and transfer Sub-Inspectors and menial servants and Assistant Inspectors of the last class, but when they are to be transferred from one district to another, the approval of the Deputy Commissioners of Districts concerned should be obtained.

(*b*) In regard to punishments, power to fine up to Rs. 5 and to award black marks to Assistant Inspectors of all grades, to degrade and suspend Assistant Inspectors of the last class and full powers in the case of Sub-Inspectors and menial servants.

(*c*) Power to appoint clerks and Vottu Mutsaddies up to Rs. 25 and menials of all classes in District Excise Office Establishments subject to the condition that the appointment of clerks and Vottu Mutsaddies is intimated without delay to the Deputy Commissioner who may for reasons stated cancel the appointment as in the Revenue Department.

G. O. No. R. 517—Ex. 44-19-19, dated 26th July 1921.

PRISONS.

Jail Industries.

Proposals for extension and improvement.

The Inspector-General of Prisons has forwarded the following proposals of the Superintendent, Bangalore Central Jail, for improving the existing industries and starting new ones in that Jail :—

Choice of industries.

As regards the choice of industries on which convicts can, to their own advantage as well as profitably to Government be employed, it is not meant to bring an innovation in the existing conditions, for most of the main industries useful in serving our purpose, are already existing, and my recommendations regarding these, in the light of what I have observed during my deputation only aim at making them more remunerative and useful than what they have hitherto been.

New industries proposed.

Of the new industries proposed to be started there are but 4, *viz.*, 1. Printing and Book-binding, 2. Paper making; 3. Gingelly-oil pressing; and 4 Wire-netting. As regards the matting industry, we have coir work already and it is intended to add Aloe-fibre and Corah matting to the same.

Weaving.

If any large industry has to be developed in our jail I recommend weaving, on which as many convicts as possible should be employed. This industry would serve partly at least our ideal of "self-maintenance" and being of a commercial nature offers the least chance of loss or failure. It is capable of self-sufficing the Jail in one of the most important items of its maintenance, *viz.*, clothing and bedding to prisoners, uniforms to Warders, and in addition to this it can undertake to supply dufter cloth to as many local offices as possible, and jhools and carpets to the Military Department. In order to satisfy all these demands the present number of looms must be increased by at least two dozens more and consequently more workmen are required. One of the difficulties in the profitable development of Jail industries is the practice of sending out prisoners on extra-mural labour. It may be irrelevant to discuss here the defects of this custom. Suffice it for our purposes to aver that the prisoners of the extra-mural gang can be more profitably employed on intra-mural works, and it is time that this custom is abolished. The budget allotment for the purchase of raw materials and to meet other incidental charges have to be increased. All colored yarn required for weaving should be dyed, as far as possible, in the Jail itself.

The weaving adjunct.

A weaving adjunct which provides profitable work is tailoring. All convicts' clothing, Warders' uniforms, jhools, etc., can be prepared in this department. At present there is but one sewing machine and it is necessary to add five more to it.

The Carpet industry.

As regards the carpet-industry I do not think that except on account of the reputation which our Jail has already earned in this line of work, one could justify its retention. As this is an old industry of our Jail and as our carpets are far superior to those made in the other Jails which I have seen, this industry may continue though not on a very large scale. Let us confine only to copy and preserve the most valuable specimens of carpets and undertake the work only when there is demand. In following this procedure we can reduce the present annual expenditure on this industry, and also spare more skilful convicts for work of a more profitable nature. Corah-matting we may have on a small scale attached to the carpet section.

Carpentry.

The improvements in the carpentry depend upon (1) our getting the timber supply from the Forest Department, (2) supplying in full some single article of furniture to as many local departments as possible, and (3) as usual supplying all Jail demands. I request that Government may kindly be moved to direct the Conservator of Forests to supply our Jail with the required quantity of good timber from the nearest Government Depot, and direct a few of the local departments to obtain their supply of some single articles of furniture, such as either chairs or tables or almirahs from the Central Jail. Rattan work should be limited to the requirements of the articles to be made in the carpentry. The present carpenter maistry to be in charge of this.

The Printing industry.

Of the new industries suggested, a hand-press is required for the printing industry. The press called the "Albion" which yields greater power at a minimum amount of labour and which permits larger and heavier surfaces being printed is, I think the best suited to our purpose. It is light and easy in running. It can easily be taken to pieces and readily re-erected. As the average out-put of this press is about 250 impressions per hour with two convicts working at it, we can print all our required registers and forms and also help the Government Press by undertaking to execute some of its minor works. It is advisable to get a large size of this press capable of printing a sheet 30″ × 20″. As regards its management the printing industry should be under a Manager, who, as it is not contemplated to have a printing-house of many departments undertaking jobs of a multifarious nature, should also be our proof-reader. Compositors should be selected and trained from the literate and intelligent convicts and trained in mechanical or piece-work composition. It is necessary that the Manager should be a man of proved honesty, for it is most important that a sharp eye should be kept on the materials to be used. Ink forms a large item in the total expenses of the department, besides which there are lubricants, and paper for proof-reading and "making ready".

Book-binding and Paper-making.

With printing it is economical to have book-binding and paper-making industries. For the former a cutting machine, presses, a backing-hammer, paring-knives, strong scissors, etc., are required and besides, such sundries as needles, linen, etc. As for the latter which

should be conducted as other industries by manual labour, a paper maker and a mould called the "deckel" have to be purchased. In addition to these an axe, a few vats of sizes, pots and cups are also necessary. Paper can be made of rags. But the cheapest material out of which paper could be made and which can be easily and cheaply obtained here, has to be ascertained. Owing to the difficulty experienced in obtaining a sufficient supply of rags, paper-makers in other places have resorted to wood, straw and hemp and similar articles of a fibrous nature. If rags can be had easily, female convicts can also be provided with some employment in the process of paper-making, as rags are generally cut by females before they are sized and dusted. The process of making paper by hand is indeed very slow. But it is well-suited to Jail conditions under which on account of the necessity for retaining manual labour, and preserving certain records and registers for a number of years, greater durability is the chief requisite. An instructor in charge of this industry has to be appointed. This may be deferred till we finally know what suitable raw materials we can get for the purpose.

The Matting industry.

Predominance should be given in pursuing this industry to making articles of aloe. Mats required for prisoners' use should hereafter be of aloe fibre which are much more durable than date mats. Aloe plants will have to be cultivated in all the available land in the Jail. As it is not possible to wait for our own crop, I suggest that till we get our crop, a few well-behaving convicts be sent with the Jail cart under an efficient guard of Warders for bringing aloe from outside.

Gingelly-oil pressing.

Arrangements will be made to grow gingelly in the Jail garden, but till this is done we will have to purchase gingelly from the market.

Wire-netting industry.

As regards the wire-netting industry, which is to be added to the existing smithy department beyond a few ordinary implements and wire nothing more is needed.

The Bricklayer maistry.

It is unnecessary to have a permanent bricklayer maistry for the Jail considering the petty nature of the work he has to do in the Jail. The system prevalent in the Salem Jail in this matter can be adopted if local circumstances permit. I fear it may be difficult to obtain the services of a temporary maistry at each time we require. Under these circumstances, I am compelled to allow the bricklayer maistry to continue.

Jail Instructors.

My recommendations to adopt the system prevailing in the Madras Jails of having warder-maistries in charge of industries, which is more economical and disciplinary seems on second consideration to be ill-suited to our present conditions. The pay of warders is very low and it is impossible to attract professional men willing to be called "Warders" and work on a pay of Rs. 10 or 12. On account of this difficulty I propose that the maistries required for the Jail industries be included in the Warder establishment, who should be required like other

officials of the Jail to wear a prescribed uniform and should be made responsible for the discipline of convicts and proper working of industries. I fail to see any propriety in appointing a Foreman over al the industries as a whole. As usual the Jailor must be the supervising officer, and in my view it is impossible to obtain a man who is proficient in all the industries.

Concentration of Workshops.

As the turn-over in any industry is commensurate with the efficiency of surpervision thereof, it is highly essential that all workshops be concentrated in a common enclosure. This enables constant supervision and exaction of work at its best.

An Accountant necessary.

As the success of any industry depends also upon the vigilance imparted to its issues, returns, correspondence, and accounts it is much necessary to appoint an accountant to the manufacturing department.

Purchase of raw materials.

It is very important to obtain the raw materials required for our manufactures as cheaply as possible, which is possible only when we break from the exploitation of the middleman and purchase articles direct from the producers themselves.

Enforcement of labour.

The aim of the industrial employment of convicts is to enable them to turn to account, after release, the manufacturing skill which they acquire during the period of their prison life, as also to minimise, as far as possible, the cost of their maintenance in the Jail. This minimization varies with the choice of industries and the manner in which labour is enforced. The latter consideration is by far the more important for on it depends the minimization or otherwise of the cost of maintenance.

Government Order.

The question of improving the industries carried on in the Bangalore and Mysore Jails and maintaining them in a satisfactory condition, so as to be remunerative to Government and instructive to convicts employed upon them, has been engaging the attention of Government for some time past. The proposals for the improvement of the industries in the Mysore Jail made by the Director of Industries and agreed to by the Inspector-General of Prisons have been sanctioned in the Government Order of 2nd May 1919. In regard to the Bangalore Central Jail, the Superintendent of that Jail, who was deputed to visit the Jails at Vellore, Coimbatore and other places in the Madras Presidency to study the general management of industries in those Jails, has submitted, through the Inspector-General of Prisons, proposals for starting new industries and developing the existing ones.

The industries carried on at present in the Bangalore Central Jail are :—

(1) Weaving; (2) Manufacture of carpets and kamblies and dyeing; (3) Carpentry including Rattan work; (4) Smithy;

(5) Raxing gunny bags; (6) Tailoring and tent repairing and (7) Petty construction and repairs.

The new industries proposed to be started are:—

(1) Printing and Book-binding (2) Paper-making (3) Gingelly oil pressing and (4) wire-netting, of which paper-making is proposed to be deferred for the present. The equipment necessary to improve the scope of the existing industries and start the new industries is calculated to involve an additional non-recurring expenditure of Rs. 7,050 for plant and tools and an additional recurring expenditure of Rs. 13,250 per annum for purchase of raw materials and a further additional recurring expenditure of Rs. 1,746 per annum for the revision of the establishment of the Industrial Section of the Jail as detailed in the statements annexed to the Superintendent's proposals.

Government are of opinion that the proposals are well considered and calculated to give the prisoners useful vocational training, and they accordingly sanction them in their entirety.

In regard to the Mysore Jail, certain proposals were made by the Inspector-General of Prisons for the revision of the establishment of the Industrial Section of that Jail in his letter No. 1768-1707, dated 16th November 1918. These proposals which involve a recurring additional expenditure of Rs. 1,539 per annum are also sanctioned.

Government trust that the proposals now sanctioned will lead to a decided improvement all round in regard to the management of industries in the two Jails.

G. O. No. J. 901-2—Pris. 58-15-40, dated 22nd August 1921.

MILITARY.

Loan of Troop Horses.

RULES.

Government approve the scheme for lending horses of the Mysore Cavalry Regiments to Civilian officers and of the rules therefor as appended to this order. Applications for such loans should be in the form prescribed therefor.

APPENDIX.

RULES FOR THE LOAN OF CAVALRY HORSES TO CIVILIAN OFFICERS.

Serviceable troop horses of the Mysore Cavalry Regiments will be lent to Civilian officers on the following terms :—

(1) The loans will be restricted to Gazetted officers of and above the rank of Assistant Commissioners in the service of the Mysore Government.

(2) Applications for loans should be forwarded through the Heads of Departments or Deputy Commissioner concerned. The number that could ordinarily be lent to any officer under these rules shall be one. In special cases two horses will be lent on the same terms.

(3) On allotment, horses will be made over to the borrower at the Regimental Headquarters on his producing a sum of Rs. 200 for each horse as security and this sum will be deposited in the *Chanda* Fund.

(4) An upset price will be fixed by the Chief Commandant for each horse before delivery and this will be the amount recoverable from the borrower under Rule 9 or 12 *infra*, after a deduction of Rs. 50 for each year of use.

(5) The borrower should afford every facility for the periodical inspection of the horses by the Military authorities at the District Headquarters.

(6) The Chief Commandant will have the power to cancel the loan of a horse in case of neglect or improper use of the animal, forfeiting at the same time the whole or any portion of the security deposit.

(7) The borrower should agree to maintain the animal in good condition allowing each horse lent, a daily minimum ration consisting of :—

$3\frac{1}{2}$ seers of grain (*kulthi* or *chenna*).

2 lbs. of bran.
20 lbs. Hay.
1 oz. Salt.

The above scale may be proportionately increased when the animal is put to extraordinary use.

(8) Horses lent under the rules cannot be sold, transferred or otherwise disposed of, without the sanction of the Chief Commandant.

(9) The borrower shall be allowed the option of purchasing the animal when it becomes unfit for Military purposes either by reason of old age, debility or other causes.

(10) Until finally sold, all lent horses will remain the property of Government and are liable to be taken possession of immediately in the event of mobilization.

(11) A fee of Rs. 5 per month shall be levied on each horse so lent which shall be recoverable every quarter.

(12) If the animal lent is at any time found to be so injured as to render it unfit for the ranks or if it dies while in the charge of the borrower, from other than natural or reasonable causes, he will be liable to pay a price calculated as per terms under Rule 4 *supra*.

(13) In the event of the borrower ceasing to be in the active service of the Government either by retirement or death, or desiring to terminate the loan, the animal shall be returned to the Military authorities at the Regimental Headquarters when the borrower or his heirs will be entitled to a refund of the security amount.

(14) The amount falling due under these rules shall be recovered as arrears of land revenue.

(15) In the event of the horse so lent being found unsuitable for the borrower's use he will be allowed to return the animal at any time to the Chief Commandant and to take another in exchange, if necessary, or to take back the security amount, the cost of charges of transit in both the cases being met by the borrower.

G. O. No. M. 233-73—Mily. 335-20-5, dated 12th July 1921.

POLICE.

Inspector-General's Report for 1919-20.

Reported Crime.—In all, 8459 cognizable offences of all classes or 266 more than in previous year were reported to the Police.

The fluctuations in the several classes of offences are as shown below:—

Class	Description of Crime	Reported in		Increase	Decrease
		1918-19	1919-20		
I	Offences against the State, Public Tranquility.	143	132	...	11
II	Serious offences against person ...	681	667	...	14
III	Serious offences against person and property.	1,976	2,232	256	...
IV	Minor offences against person ...	110	129	19	...
V	Minor offences against property ...	3,637	3,875	238	...
VI	Other offences not specified above.	1,646	1,424	...	222
	Total ...	8,193	8,459	513	247

Net increase 266 or 3·2 per cent.

In classes I, II and VI, there was a decrease which is attributed to the vigilance of the Frontier Police and a smaller number of cases dealt with under the Defence of India Regulation relating to illicit transportation of controlled food-stuffs in the districts of Bangalore, Mysore, Chitaldrug and French Rocks; the cities of Bangalore and Mysore being less in this year than in the previous year.

The increase of crime under classes III and V was perceptible being 256 and 238, respectively. The districts of Bangalore and Hassan, and Kolar Gold Fields Circle contributed mostly to the increase under class III which is attributed by the District Officers to the high prices of food-stuffs and in Bangalore District especially to the unusual activity of criminal gangs. While the districts of Kolar, Tumkur and Kadur, and Kolar Gold Fields Circle and the cities of Bangalore and Mysore report an increase which is attributed to high prices of food-stuffs, the remaining districts of Mysore, Shimoga and Chitaldrug, French Rocks Circle and Railways show a decrease of crime under class V. The District Superintendent of Police, Mysore, puts down the decrease in his district to the timely adoption of preventive measures, such as (1) Road and Jungle patrols, (2) Institution of security proceedings against wandering criminal gangs in addition to subjecting them to surveillance.

The fluctuations of crime in the districts are as follows:—

District.	Increase.	Decrease.
Bangalore	81	...
Kolar	121	...
Tumkur	137	...
Mysore	...	152
Hassan	70	...
Shimoga	132	...
Chitaldrug	...	77
Kadur	123	...
French Rocks	...	8
Kolar Gold Fields	142	...
Bangalore City	...	327
Mysore City	43	...
Railways	...	19
Total ...	849	583

The subjoined statement shows the total number of cognizable cases dealt with in the several districts arranged in order of merit.

Relative position as regards detection		Districts	Cases investigated by the Police		Cases decided		Cases ending in conviction		Percentage of cases convicted to cases decided		Percentage of property recovered to that lost		Relative position as regards results in the recovery of property	
1918-19	1919-20		1918-19	1919-20	1918-19	1919-20	1918-19	1919-20	1918-19	1919-20	1918-19	1919-20	1918-19	1919-20
3	1	K. G. Fields	448	577	263	295	195	240	74·1	81·4	40·2	34·1	5	7
1	2	Kolar	649	810	252	423	195	342	77·3	80·8	66·9	59·9	1	1
4	3	Shimoga	571	840	199	329	142	247	71·3	75·1	25·2	22·6	8	9
5	4	Chitaldrug	740	875	339	641	235	474	69·3	73·9	25·8	45·2	7	4
2	5	Tumkur	824	951	409	557	307	402	75·0	72·2	46·9	40·3	3	5
9	6	Hassan	424	465	256	275	157	192	61·3	69·8	46·0	54·8	4	3
7	7	Bangalore	904	862	286	265	188	183	65·7	69·1	22·4	18·8	10	10
8	8	Kadur	487	550	217	223	138	151	63·5	67·7	50·1	35·2	2	6
6	9	Mysore	826	798	355	510	235	315	66·2	61·8	35·5	55·8	6	2
10	10	French Rocks	464	430	226	191	95	93	42·0	48·7	23·4	31·3	9	8
		CITIES AND RAILWAYS.												
1	1	Bangalore City	1,129	671	772	407	719	375	93·1	92·1	33·2	29·7	3	2
2	2	Railways	60	169	30	36	25	29	83·3	80·5	66·6	63·7	1	1
3	3	Mysore City	317	290	135	152	101	119	74·7	78·3	43·1	18·4	2	3
		Total ...	7,843	8,188	3,739	4,304	2,732	3,162	73·0	73·5	34·6	32·3		

It will be seen that in the matter of detection there is some improvement. There has been substantial improvement in all areas except in the districts of Tumkur and Mysore and the Bangalore City and Railways. The improvement in Hassan District and the reverse in Tumkur and Mysore Districts are noticeable. Kolar, Kolar Gold Fields, Shimoga and Chitaldrug continued at the top as in the previous year.

In the matter of recovery of property, the results are not as good as in the last year. There has been improvement and that substantially, in four areas only, *i.e.*, Chitaldrug, Hassan, Mysore and French Rocks.

Disposal of Congnizable Crime.—Eight thousand four hundred and fifty-nine cases were reported as against 8,193 cases in the previous year and 6,058 cases were pending at the close of the year. Thus the Police had to deal with 14,517 cases as against 12,972 cases in the previous year. Of these, 18 cases were transferred to the British Police and investigation was refused in 276 cases. One thousand nine hundred and fifty-four cases were declared by the Magistrates to be false due to mistake of fact or law, or as non-cognizable. One thousand three hundred and fifty-five cases were returned as undetectable, 54 cases were struck off on A Form, 132 cases were either withdrawn or compounded.

Of the remaining 10,728 cases, 3,162 cases ended in conviction and 1,142 in acquittal or discharge, leaving 6,424 cases pending at the close of the year. Of these, 2,254 cases were pending with the Magistracy on A Form, 2,096 cases on B Form and 2,074 cases were under investigation with the Police at the close of the year against 2,197 in the previous year.

It will be seen that though the number of cases reported was larger than in the previous year, the number pending with the Police at the end of the year was slightly less, *i.e.*, 2,074 against 2,197.

The cases pending with the Magistracy appear on the other hand to have increased as the figures given below will show:—

End of year.	A. Pending.	B. Pending.	Total.
1917-18	1,167	1,601	2,768
1918-19	1,995	1,866	3,861
1919-20	2,254	2,096	4,350

This congestion is reported to be due to the decrease in the number of stipendiary Magistrates consequent on the introduction of the scheme for the separation of Judicial and Executive functions.

Serious Offences Against the Person.—The total number of reported as well as pending cases under this class was 1,287 against 1,148 in the previous year, showing an increase of 139 cases due to the large number of pending cases of last year. There was however a slight decrease in the number of cases reported during the year being 667 against 681 in last year. There was a decrease of only one in the number reported under the important offence of murder, while there was an increase of 6 cases under the offence of culpable homicide not amounting to murder. The percentage of convictions to cases reported and pending under this class was 12·5 against 11·5 and that to cases decided was 43·5 against 37·6.

Serious offences against property.—The total number of cases dealt with under this class was 4,120 against 3,695 in the previous year. The subjoined statement shows the result of Police action under the most important heads of dacoity, robbery and house-breaking and theft.

District	Dacoity				Robbery				House-breaking and theft				Remarks
	Reported	Struck off on B form	Convicted	Acquitted or discharged	Reported	Struck off on B Form	Convicted	Acquitted or discharged	Reported	Struck off on B Form	Convicted	Acquitted or discharged	
Bangalore ...	7	1	...	...	15	5	2	1	270	51	32	14	
Kolar ...	9	...	4	2	15	1	2	2	208	52	49	13	
Tumkur ...	9	...	1	...	11	4	2	2	189	84	35	16	
Mysore ...	6	1	1	1	3	4	1	2*	181	55	38	28	
Hassan ...	...	...	...	...	3	...	2	..	117	26	35	10	
Shimoga ...	10	...	3	3	7	1	.	...	175	37	27	7	
Kadur ...	8	2	1	1	14	7	...	1	93	21	22	7	
Chitaldrug ...	6	...	2	1	8	2	1	1	150	33	32	18	
French Rocks ...	1	1	...	...	1	2*	...	...	161	68	19	14	
Kolar Gold Fields ...	...	...	...	...	2	1	1	...	170	6	42	2	
Bangalore City ...	...	...	...	...	2	...	1	...	118	21	43	6	
Mysore City ...	...	...	...	...	...	1*	...	...	106	20	28	8	
Railways ...	1	...	...	...	...	...	...	...	3	...	1	1	
Total for 1919-20 ...	57	5	12	8	81	28	12	9	1,941	474	403	144	
Total for 1918-19 ...	45	5	3	13	82	41	18	5	1,725	372	326	114	

*Includes pending cases of previous years.

Persons in Police Cases.—The total number of persons concerned in cognizable cases dealt with by the Police was 11,901 (7,884 arrested during the year and 4,017 pending from previous year) against 10,318 (7,664 arrested and 2,674 pending) in the preceding year. Of these, 292 persons were released (224 by the Police under Section 160, C. P. C. and 68 by Magistrates without trial), 4,315 were convicted, 2,596 were acquitted or discharged, cases against 54 were withdrawn, 71 compromised, 13 died, 6 escaped, 13 were transferred, 1 was sent to Lunatic Asylum and 4,540 were in custody pending trial or investigation or on bail at the end of the year; the figures for the preceding year being 302 released, (296 by the Police and 6 by Magistrates), 3,603 convicted, 2,241 acquitted or discharged, cases against 37 were withdrawn, 78 compromised, 23 died, 6 escaped, 8 transferred, 1 pardoned, two released under Section 562, C. P. C. and 4,017 were pending trial or investigation or on bail. The percentage of persons convicted to those arrested was 62·4 against 47·1 in the previous year and of those tried was 62·4 against 60·1

Non-cognizable Cases.—The number of non-cognizable cases, entertained by Magistrates during the year under report was 9,886 against 9,303 in the previous year, showing an increase of 583 cases.

Including 1,387 cases which were pending at the end of the preceding year, the total number of cases dealt with during the year was 11,273. Of these, 2,965 or 26·3 per cent ended in conviction against 2,331 or 22·4 per cent in the preceding year and 5,140 ended in acquittal or discharge against 4,619 in the previous year. Of the remaining cases, 700 were dismissed without trial, 11 were declared to be due to mistake of law or fact, 901 were compounded or withdrawn, 22 were transferred and 1,534 cases were pending trial at the close of the year.

Persons in non-cognizable cases.—Including 3,526 persons who were under trial before the Courts at the beginning of the year, 19,631 persons appeared before the Courts in the above cases. Of these, 16,007 persons were tried, of whom 3,515 or 21·9 per cent were convicted and 12,492 were either acquitted or discharged, 988 persons were discharged after apperance without trial, 2,414 were concerned in cases compounded or withdrawn, 80 were transferred and 3,668 persons were awaiting trial at the close of the the year.

Cases referred to Police for enquiry.—The following statement gives districtwar details of both cognizable and the non-cognizable cases referred by Magistrates to the Police for enquiry and the way they have been disposed of :—

District	Cognizable cases								Non-cognizable cases								Remarks
	No. referred	Convicted	Acquitted or discharged	Struck off on B Form	Pending on A Form	Pending on B Form	Pending with Police	Otherwise disposed off	No. referred	Convicted	Acquitted or discharged	Struck off on B Form	Pending on A Form	Pending on B Form	Pending with Police	Otherwise disposed off	
Bangalore ...	60	...	3	7	7	28	15	...	...	...	...	...	...	...	...	...	
Kolar ...	90	1	8	14	3	57	7	...	2	...	...	...	...	2	...	...	
Tumkur ...	61	1	5	8	7	23	15	2	6	...	...	...	...	...	3	3*	
Mysore ...	54	...	2	12	11	21	5	3	4	...	...	...	...	...	...	4*	
Hassan ...	48	1	1	9	3	24	1	9	5	...	...	1	...	1	...	3*	
Shimoga ...	71	...	4	17	6	25	17	2	7	3	...	...	...	2	2	...	
Kadur ...	93	7	7	13	8	45	13	...	2	...	...	...	...	...	2	...	
Chitaldrug ...	57	2	5	12	5	24	9	...	...	...	...	...	...	...	...	...	
K. G. Fields ...	10	...	2	5	1	...	2	...	...	...	...	...	...	...	...	...	
French Rocks ...	68	...	8	31	5	15	1	8	10	...	...	1	...	3	...	6*	
Bangalore City...	26	...	...	...	3	23	...	...	...	...	...	...	...	...	...	...	
Mysore City ...	50	...	1	25	1	9	14	...	1	...	...	..	...	...	1	...	
Railways ...																	
Total ...	688	12	46	153	60	294	99	24	37	3	...	2	...	8	8	16	

*Memos submitted.

Prosecutions for false complaints.—Out of 1,954 cases ordered to be struck off by Magistrates as false or non-cognizable or as due to mistake of law or fact, only 7 cases (3 in the Mysore District and 4 in the Chitaldrug District) were declared to be maliciously false. Sanction to prosecute the complainants though applied for in all seven cases, was granted in 4, while the remaining 3 applications were pending disposal before the Magistrates at the close of the year.

Of these 4 cases, prosecutions were launched in 3 with the result that 1 ended in conviction, 1 was withdrawn for want of evidence and the other was pending before the Magistrate. The District Police Officers of Kolar and Mysore sanctioned prosecutions in 1 and 3 cases, respectively, during the year under report. The case in the Kolar District and 1 case in the Mysore District ended in conviction while the other 2 cases in Mysore were withdrawn for want of evidence.

Prosecutions for perjury.—It was only in the Kolar District that 3 persons in 3 cases were prosecuted during the year under report for perjury 1 of whom was convicted and the other persons were awaiting trial at the end of the year.

Recovery of stolen property.—In 3,747 cognizable cases, property of the value of Rs. 3,90,181 was lost against Rs. 3,71,096 in 3,970 cases, of which in 2,477 cases property of the value of Rs. 1,25,852 was recovered against Rs. 1,28,457 in 2,360 cases, during the previous year. The percentages of cases in which property was recovered to that lost and of property recovered were, respectively, 66·1 and 32·3 against 59·4 and 34·6 in the previous year.

Vagrancy and bad character.—One hundred and four persons were proceeded against in 42 cases under the Security Sections 109 and 110 of the Criminal Procedure Code against 111 persons in 37 cases, during the previous year. Of these, 49 persons as against 38 were sentenced to various terms of imprisonment and sent to jail.

Arrests by the village Police.—One hundred and twenty eight persons were arrested by the village Police in 60 cases against 94 persons in 79 cases during the preceding year. Of these, 67 persons in 43 cases were convicted, 21 persons in 9 cases were acquitted, 27 persons in 2 cases were released by the Police and 11 persons in 6 cases were awaiting trial. As in the previous year, the Bangalore District shows again the largest number of arrests being 82, while no arrests were made in the Chitaldrug District. Details of offences in which arrests were made are shown below:—

	Offences.	No. of cases in which arrests were made.
1.	Theft	42
2.	House-breaking and theft ...	13
3.	Grievous hurt	1
4.	Escape from lawful custody ...	1
5.	Vagrancy and bad character ...	1
	Total ...	60

Finger print slips on record.—On the 1st July 1919, there were 32,524 slips on record and 1,629 slips were received for record during the year, making a total of 34,153 slips in the Bureau at the close of the year.

Finger print slips received for search.—Two thousand four

hundred and eighty-five slips were received for search during the year, of which 472 were traced against 431 in the previous year.

During the year, 161 constables (46 literate and 115 illiterate) underwent training in two batches, each batch remaining under training for a period of six months; of these 131 constables passed and the rest failed in the final examinations.

All the illiterate constables were taught how to read and write Kannada.

There were two classes, one English and one Kannada, the former for Inspectors and Sub-Inspectors and the latter for Station House Officers. Eighteen and 30 students underwent training, respectively, in these classes, of whom 12 and 27 successfully passed in the final examination.

Strength of the Force.—The sanctioned strength was 915 officers and 5,822 men against 907 officers and 5,316 men in the previous year, the fluctuation being due to the sanction of the appointment of 4 Assistant Superintendents of Police (one for each of the districts of Bangalore, Kolar, Shimoga and Chitaldrug), 4 Probationary Sub-Inspectors, an additional Sub-Inspector to the Railway Police and a staff of one Duffedar and 6 men for Arkalgud Town and to the abolition of two posts among Probationary Inspectors.

The temporary force of 116 officers and 249 men was increased during the year to 121 officers and 287 men.

The number of vacancies at the end of the year was 169 or 60 more than that in the preceding year. The districts of Chitaldrug, Tumkur and Mysore and Bangalore City show a large number of vacancies, the figures being 37, 24, 20 and 28, respectively. It is satisfactory to observe that there was not even a single vacancy on the Kolar Gold Fields, which is perhaps due to the liberal treatment accorded to the Police in the matter of both pay, allowances and house accommodation.

Cost of the force.—The cost of the Police Administration as per figures furnished by the Comptroller was Rs. 14,54,803 against Rs. 13,40,153 in the previous year as shown below:—

		Rs.
1.	Superintendence	64,941
2.	Criminal Investigation Department ...	8,108
3.	District Executive Police including City Police, Bangalore and Mysore ..	12,48,986
4.	Kolar Gold Fields Police	80,572
5.	Do Detective Police ...	14,718
6.	Railway Police	37,478
	Total ...	14,54,803

Punishments.—The total number of officers and men punished judicially and departmentally increased from 1,810 to 2,303 in the year under report. Of these punishments, 2,272 were for breaches

of departmental rules and descipline and 31 for other offences. The following are the offences for which Police men were convicted:—

	No.
Offences against the Police Regulation ...	20
Negligently allowing prisoners to escape ...	2
Wrongful Confinement	1
Criminal Misappropriation	1
Hurt	6
Theft	1
Total ...	31

Rewards.—The number of officers and men rewarded by promotion was 21 against 58 in the previous year, and the number who were given money rewards was 222 against 281. The money rewards amounted to Rs. 1,647 against Rs. 1,640 in the previous year. Of the amount awarded to the officers and men of the department, a sum of Rs. 997 was from the Budget grant, the balance from private individuals. A further sum of Rs. 559, of which, Rs. 534 was from the Budget grant and Rs. 25 from private individuals, was awarded to 80 private individuals.

MEDICAL.

Government Dispensaries.

MAKING UP OF PRIVATE PRESCRIPTIONS DISALLOWED.

Government direct that private prescriptions, *i.e.*, prescriptions given by private practitioners should not be allowed to be made up in Government Dispensaries.

G. O. No. L. 726-36—Med. 18-21-9, dated 4-8-1921.

SANITARY.

Sanitary Supervision of Labour.

RULES.

The following rules are issued with a view to minimise the risks of the spread of communicable diseases as the result of, firstly, the uncontrolled congregation of labour on occasions when railway or other large construction works are undertaken, and secondly, the changes in the natural condition of the locality occasioned by the work, such as embankments, impediments to the natural draingae, borrow pits, etc.

The aim is to secure a close co-ordination between the Sanitary Department and the authority responsible for the construction work so as to ensure that the necessity for proper arrangements for the medical and sanitary supervision of labour is not overlooked. Equally when the question is one of the prevention or the removal of impediments to natural drainage or of other conditions favourable to ill-health, the best results will be secured by consultation among the departmental officers and discussions of the various interests involved.

(1) As soon as the construction of any portion of a railway line and the route to be followed have been decided upon, the Engineer-in-Chief for Railways will arrange to convene a meeting of the Committee, which is hereby constituted, consisting of:—

1. The Senior Surgeon.
2. The Sanitary Commissioner.
3. The Chief Engineer or the Engineer-in-Chief for Railways (as the case may be).
4. The Deputy Commissioner of the District through which the Railway passes, or in which the construction work is undertaken.

(2) The Committee will meet, make a study of the routes along which the line is to be constructed and carefully investigate the following points :—

(a) The general health conditions of the country through which the line travels particularly as regards malaria ;

(b) The medical and sanitary staff that will be required ;

(c) The places where labour camps should be arranged and what localities to avoid;

(d) The sources of water supply for the labour forces ;

(e) The arrangements that should be made in the various places along with line to prevent interference with natural drainage that might be caused by the Railway embankments.

(3) The Committee will also study the subject of the influence of borrow pits on malaria in the district and will make such suggestions as circumstances demand.

(4) It is open to the Committee to advise what villages in the neighbourhood are likely to be centres of spread of disease and to provide for the regular inspection and improvement of these.

(5) The District Sanitary Officer and the Sanitary Commissioner should periodically inspect the line to see that the health conditions of the labour force are satisfactory and to make any recommendations that may be found necessary.

(6) The Committee will record their opinion and report to the Engineer-in-Chief for Railways, sending a copy of the report at the same time to the Chief Secretary to Government.

(7) Among other things, the Committee should consider the possibility of water logging in the area due to the interruptions of the natural flow of water by embankments, canals, etc., and advise upon the best means of avoiding such possibility.

(8) Procedure similar to that outlined in the preceding paragraphs should be adopted in case of large public works, other than railways, the officer responsible to convene the meeting and to obtain the advice of the Committee being, in this case, the Chief Engineer, Public Works Department.

(9) As soon as construction of a large work is decided upon, a meeting of the Committee should be convened and proposal formulated. Work may be started pending Government Orders, but the arrangements from the very commencement of the work should be in accordance with the proposals.

(10) In the case of large works controlled and managed by private agencies, the Sanitary Commissioner, should in consultation with the Senior Surgeon, take such steps as are necessary to ensure proper medical and sanitary arrangements during the aggregation of labour.

(11) When there is reason to believe that the health of the people of a particular town or village is prejudicially affected by the existence of borrow pits or by serious obstruction to the natural drainage of the area, the Sanitary Commissioner may arrange for a careful investigation of the conditions with a view to furnish advice to the local authorities as to the necessity or otherwise for filling up the borrow pits or draining the excavations. When a scheme is proposed in this direction likely to impose, expenditure on the Railway, the requisition to the Railway Authorities to carry out the drainage or reclamation should be made by the local authority with the previous sanction of Government.

(12) In cases where a large labour force is stationed permanently or for a long time at any place in connection with large industries, it shall be the duty of the Sanitary Commissioner to make inspections from time to time and bring to the notice of Government deficiencies, if any, in the Sanitary arrangements made and in the conditions under which labour is housed and controlled.

Notification No. L 932—Sany. 4-19-23, dated 16-8-1921

EDUCATION.

Education of Military Classes.

REVISED RULES.

In modification of the rules already issued, Government direct that the concessions sanctioned in Rule (4) be extended to the persons coming under Rule 2 (*b*) and that the rates of scholarships to these in the High School and higher classes be the same as the corresponding backward classes scholarships. Government further consider that the concessions sanctioned for the Military Classes should be granted only to the children of the Military Classes and not to their dependants, and that the children of persons who have retired from service, whether living or dead and of persons who died prior to retirement should also be treated as eligible for the concessions.

The rules as revised are appended to the order.

APPENDIX.

RULES.

Government are pleased to sanction the following facilities for the education of the children of persons employed in the Military Service of His Highness the Maharaja of Mysore or of Mysoreans in active service and of recruits from the Mysore State.

2. The children of the following persons will be eligible for the concessions hereinafter mentioned :—

(*a*) Persons employed in the following regiments :—

The Mysore Imperial Service Cavalry and Transport Corps, the Local Service Troops, the Body Guard (Cavalry), the Bar Battalion (Infantry) and the Golunduz (Artillery).

(*b*) (i) Soldiers and Non-combatants who were employed in active service in connection with the late war.

(ii) Soldiers who have died or been incapacitated whether during or after the conclusion of the war as the result of wounds or injuries sustained or disease contracted while on active service in the field, provided (*a*) they were employed in the Mysore Regiments serving at the front, (*b*) or in the case of those employed in British India Units they are Natives of Mysore or have joined as recruits from the Mysore State.

3. Three scholarships will be awarded in each class up to and inclusive of the Middle School standard to children from each of the

regiments ; ten scholarships in each of the High School Classes, five in the Entrance Course and ten in the College Class will be reserved for award to deserving students from all the regiments. The value of these scholarships will be the same as that of the corresponding grade of the Backward Classes scholarships.

4. Each child of every person coming under (*b*) will be granted the following concessions :—

(i) Free education in all stages plus a small allowance to cover incidental expenses such as books in primary stages.

(ii) Scholarships in Lower Secondary and higher stages, the amount being the same as the backward class scholarships.

(iii) When the pupil resides in a hostel and the ordinary scholarship does not cover hostel charges an addition will be made to the scholarship.

5. Applications should be made in the prescribed form and forwarded through the Head of the Institution in which the candidate is studying to the Inspector-General of Education in Mysore so as to reach him on or before the first week of August every year. In the case of University students, applications should be made to the Registrar, Mysore University.

6. Each candidate should forward with his application a certificate signed by any competent officer not below the rank of a Jamedar in the State Force to the effect that the candidate is entitled to a scholarship.

7. Scholarship will be awarded in consultation with the Chief Commandant, Mysore State Troops, for one year in the first instance and will thereafter be continued year by year subject to the condition of satisfactory report of progress and conduct by the Head of the Institution in which the boy or girl is studying.

8. A student who fails once may be given a reduced scholarship of half the ordinary value of the scholarship. Ordinarily, no student who fails twice in the same class will be eligible for a scholarship.

9. Besides, the scholarships herein provided, the children of the Military Classes will be eligible for open scholarships.

10. A provision of Rs. 150 will also be made every year for the supply of slates and other school requisites in deserving cases.

11. The children of retired soldiers and of soldiers who are dead will also be eligible for the concessions herein provided.

12. The Inspector-General of Education in Mysore will have power to utilise, in consultation with the Chief Commandant, the lapses of scholarships from one regiment to another as well as the lapses occurring for want of deserving students in any classes or form to applicants studying in lower classes or forms, the rates of scholarships being however the same as those fixed for the class in which they are awarded.

G. O. No. R. 350-3—Edn. 128-20-12, dated 21st July 1921.

Commercial Schools.

PROVISION FOR INSTRUCTION IN MAHRATTI.

Government sanction the recommendation of the Inspector-General of Education in Mysore regarding the introduction of Mahratti as a Vernacular in both the Commercial Schools and the appointment of a Mahratti teacher on Rs. 25 per mensem for each of the Commercial Schools at Bangalore and Mysore. The existing classes in Guzrati will be continued and the language classes in English, Tamil, Kannada, Urdu and Telugu abolished in both the Commercial Schools.

The proposals now sanctioned are expected to effect savings.

ECONOMIC CONFERENCE.

Central Boards.

To Meet Once in Three Months

At present the Central Boards of the Economic Conference are required to meet at least once in two months. As the Boards have Sub-Committees to deal with particular questions in their programmes of work, Government consider it sufficient if these Boards meet once in three months in future. Important and urgent work arising between any two meetings of the Boards may as far as possible be disposed of by circulation under the orders of the Chairman concerned.

G. O. No. I. C. 341-410—E. C. 4-21-1, dated 20th July 1921.

INDUSTRIES AND COMMERCE.

Director's Report for 1919-20.

INDUSTRIES UNDER OPERATION.

(i) Central Industrial Work-shop.

During the year, 1,121 new work orders were registered and including the incomplete work orders at the end of last year, *viz.*, 544, the total comes up to 1,665. Of these, 1,375 were completed leaving only 790 work orders as incomplete. The total sales amounted to Rs. 1,65,824-13-3.

In addition to the usual repairs job, the policy of manufacturing locally, some of the simpler types of machinery, was continued and six Lathes and six Drilling machines were completed during the year. A complete Rice Mill manufactured in the work-shop was fitted up and demonstrated during the last Dasara Exhibition at Mysore, and this has since been sold to a gentleman at Challakere. Two more Cones and Shellers have also been sold to private owners in Bangalore. The manufacture of nuts and bolts has been taken up as an experimental measure. An automatic Nut Tapping Machine, etc., and Screwing Machines have been added to the machine shop and about half a ton of bolts were manufactured. The cost of manufacture compares very favourably with the prevalent market rates and we are trying to see if large orders could be procured so that a section of the work-shop may be set apart for this only.

The following statement gives the output by weight in the Foundry during the year :—

Iron and semi steel castings: 85 tons 12 cwts. 16 lbs.
Gun metal casting: 1 ton 18 cwts. 29 lbs.
Special bronzes: 102 lbs
Aluminium: 1 cwt. 79 lbs.
White metal: 2 cwts. 34 lbs.

It is considered very necessary that we should standardise the work in the Foundry section and with this in view certain experiments are being carried out. It is proposed to manufacture pipes up to 6″ diameter and also such water supply and sanitary fittings for which we have a demand in the State. As it is largely a question of cost, the Assistant Superintendent in charge of this section is carrying out some trial orders with a view to getting reliable data. A properly worked-out scheme will be submitted to Government in the near future.

Regarding the large number of ploughs that were manufactured in the previous years and which have since been found to be too heavy, it is under consideration to re-design them with a view to reducing the weight. It is, as yet too early, to form any opinion, if our efforts will be successful.

(ii) Government Soap Factory.

A duplicate set of soap-making plant and a Causticiser has been made in the Work-shop and taken delivery of. The Glycerine Plant ordered from England has not yet arrived.

The other items of work referred to in that report have been kept in abeyance as Government have since decided to shift the factory to a more suitable site. But with a view to increase the output of toilet soaps for the manufacture of which the necessary machinery have arrived, Government sanction was obtained for some small additions to the existing building and the toilet soap plant was soon got to work.

During the year, Rs. 41,696-1-9 worth of washing soaps and Rs. 67,657 worth of toilet-soaps were manufactured and delivered to the Agent. The varieties of soaps now manufactured are Sandal, Jasmine, Brown-Windsor, Eau-de-Cologne, Sughandi, Carbolic, and Washing soaps.

Arrangements have been made for the supply of attractive boxes and wrappers for toilet soaps and a consignment of them is expected to arrive from England about the end of September. In conformity with certain movements in the market, the price of the washing soaps had to be reduced twice. The price of toilet soap has not been altered and it is gratifying to note that our soaps are being recognised as the purest products in the line. The popularity of our toilet soap is increasing every day. Arrangements have also been made to place shaving sticks in the market. A special feature of these will be that they will be put in attractive lacquered wooden cases of the Channapatna type.

(iii) Government Metal Factory.

One 25 H. P. Motor, one Mill Holland Lathe, a few Spinning and Polishing Heads were added to the existing machinery. The whole plant was re-arranged and erected in the month of February of the year.

In the scheme for the expansion of the factory submitted to Government, proposals were put forward to develop the work in six different sections and with this object it was proposed to purchase 2 large Presses, one Punching machine, six Spinning Heads with necessary motor shafting, and a few tools. Government were pleased to sanction a sum of Rs. 50,000 for the purpose and necessary action has been taken to place orders for the machines but it will be some time before the machinery arrives.

The experience of the past year showed us that if the factory was to be run on profitable lines, it was imperative that its work

should be standardised. How far we have succeeded in our effort can be judged from the table given below:—

		Rs.
1.	Output from commencement of factory to end of December 1919 ...	7,251
2.	Output from January to June 1919 ...	30,362
3.	,, from July 1919 to December 1919	28,938
4.	,, from January 1920 to June 1920	76,508

The total output for the year has come to Rs. 1,05,746

We are now manufacturing vessels in (1) Brass, (2) Aluminium, (3) Copper, (4) Bell metal. Many varieties of hollow-ware of different kinds are made but the bulk of the articles made are of the type of tiffin carriers of various sizes. Several improvements have been introduced in minor details and the finish of our goods is much appreciated. The Brass Foundry attached to the factory was developed to a considerable extent and is now capable of dealing about 100 to 120 lbs., of scrap per day.

Future work.—In the scheme for expansion submitted and approved by Government, it is proposed that the manufacture of (1) weights and measures, (2) manufacture of locks. door and window fittings and other lamp fittings should be done on a large scale and that the foundry should be developed to turn out bell-metal and other castings. The manufacture of measures can only be taken after the machinery for which orders have been placed in England arrive. The other items of works can all be taken up, but great difficulties are experienced in marketing them. At present we are not in touch with wholesale dealers and any attempt on our part to enter the retail market is out of question. Until such time, however as we have established a market for our goods, I would respectfully suggest that Government patronage be accorded somewhat liberally. Below is given a list of Departments of the Government which purchase annually articles that we can manufacture and supply :—

Description of articles	*Department of Government ordinarily requiring them.*
1. Aluminium ware ...	Military.
2. Laboratory apparatus ...	Agriculture, Geological, Govt. Gardens, Medical, and Education.
3. Scientific ...	Education, Agriculture, and Medical.
4. Badges ...	All Departments.
5. Bells ...	Education.
6. Buttons ...	Police, Prison, & Military.
7. Electric fittings ...	Electric, and Public Works.
8. Survey instruments ...	P. W. D., Revenue Survey, Engineering College, and Forest.
9. Locks ...	All Departments.

10. Brass mountings ... State Railways.
11. Utensils ... Military, Police, Medical, Forest, Govt. Stores and Excise.

If these departments would patronise the factory and give us samples of articles and the quantity they will be requiring every year, it will be easy to take steps to produce them in Metal Factory. At present they are, I believe, being purchased through Agents who import them into Mysore.

(iv) Government Weaving Factory.

With a view to obviate the inconvenience of getting our coloured yarn from outside, a dye-shed was attached to the factory and it was put in charge of a qualified hand. The factory at Hunsur continued to be in charge of Mr. Wesley.

The output in the factory during the 12 months of the official year is as follows:—

Month	*Amount*	*No. of looms worked*
July ...	3,280 6 6	20
August ...	3,143 2 3	25
September ..	4,441 5 9	30
October ...	4,576 6 0	32
November ...	4,490 4 9	33
December ...	4,641 12 0	32
January ...	4,109 14 0	32
February ...	3,854 2 9	28
March ...	5,671 15 8	33
April ...	6,933 15 0	32
May ..	6,088 12 6	32
June ...	7,352 14 5	33
Total Rs. ...	58,585 0 1	362 or 30 looms on an average.

I would invite special attention of the Government to the steady increase in the output. This speaks for itself and further comments are unnecessary.

In my report of last year it was stated that we are contemplating the addition of a few power looms to the factory with a view to increase production and demonstrating their suitability to be employed in cottages or small factories. The looms have been fitted and the results obtained are very encouraging. The table gives the output in rupees month by month.

Loom No.	*March.*	*April.*	*May.*	*June.*
1	81 0 0	208 7 0	777 13 0	971 0 0
2	20 15 0	495 5 0	260 4 0	396 12 0
3	544 11 0	206 5 4	454 12 0	521 4 0
4	28 7 3	40 4 0	...	5 0 0
5	15 1 9	58 6 0	27 12 0	95 8 0

These looms are engaged in turning out ordinary local patterns for which there is good demand.

Of the 52 looms fitted up in the shed, 24 fly shuttle looms and 2 power looms were set apart for cotton goods, 3 power looms 7 jacquard looms and 11 fly shuttle looms are turning out silk goods while 2 looms are devoted for the manufacture of woollen goods. The Hunsur factory turned out rugs and army blankets of a total value of Rs. 19,262-14-10.

(*v*) *Development of the Artware industries and the Arts and Crafts Depot.*

Government were pleased to accord sanction to the formation of a separate Art Workshop in their Order No. 6766-7—I. & C. 126-19, dated 21st January 1920. This factory is divided into sections. The number of men working in the several sections together with the number of local boys that are being trained in different arts is given in the following statement :—

	No. of workmen	*Boys under training*	*Total.*
Sandalwood and ivory carving ...	16	16	32
Ivory inlaying ...	4	3	7
Wood carving ...	9	13	22
Instrument section ...	20	10	30
Cabinet working ...	38	20	58
Brush work ...	1	10	11
Rattan work ...	4	10	14

Special attention is being paid for the preparation of new designs in furniture and sandalwood carvings and 2 Draftsmen are employed solely in the preparation of these new designs and we have also a Photographer who is engaged in taking of photos of manufactured articles and making process blocks with a view to the printing of an Art Catalogue.

The Art Workshop is indeed a *model training factory* run on the most approved lines and it is said that it is not better appreciated.

I can confidently assert that this section can be expanded tenfold and confer untold advantage on the workers. To appreciate the work done one must make a minute inspection of it. It is full of promise and if only the Government wish it they can by a stroke of the pen find employment to a thousand workers. The goods manufactured find a steady sale and the way in which the public have patronised, it is indeed very encouraging.

Amongst the large variety of articles manufactured in this section, mention may be made of the special high class furniture made for the use of the Viceregal camp, an ivory casket to the order of the Managing Committee of the King Edward Statue for presentation of an address to the Viceroy, the Scientific and Mathematical Instruments for the use of the Colleges and High School classes and several fancy and beautiful carved boxes and trays in Sandalwood.

The total output of the factory during the year was Rs. 33,973-10-0.

(vi) The Arts and Crafts Depot.

Government were pleased to extend the operation of Government Order No. Fl. 428-30—G. F. 27-18-90, dated 21st July 1919, to this institution also. The depot continued to stock articles from commission goods suppliers and also in a few cases augmented its own by purchases. The stock at the commencement of the year was Rs. 32,800, goods of depot stock, Rs. 11,500, goods of commission stock Rs. 21,300.

Amongst the important suppliers of artware in the State might be mentioned the inlaid workers at Mysore, the sandalwood carvers of Shimoga, the dacquer work artisans of Channapatna, the Wood-turners of Bangalore (for toys) and the Government Art Workshops.

The supply during the year was Rs. 59,000 as against Rs. 46,700 during the previous year. The sales during the year amounted to Rs. 36,500 as against Rs. 28,900 of the last year. We had an enquiry during the year from Messrs. T. A. Taylor and Sons for goods to be despatched to England and one of their travellers has taken them with him. We have had 4 repeated orders from this firm. Arrangements have also been made with the Asoka Stores, Ltd., Bombay, to put our goods on the Bombay market. They have purchased a sample consignment and it is hoped that further orders will follow. The publication of a catalogue has been taken on hand and it is hoped that with the numerous enquiries now on hand for agencies, we may, in the near future be able to build up good business.

Demonstration and Experiments.

Under this head comes the following :—

(1) Experimental work,
(2) Propoganda work in the districts and
(3) Education or training of young men in the trade.

Under experiments, the most important work done is in connection with the preparation of the silk before it is fit for the loom. Hitherto it was mainly done by manual labour by women and no difficulty was experienced as long as the output was comparatively small. But with the introduction of power looms, considerable difficulty was experienced in keeping up the output. To overcome the difficulty a number of simple machines had to be designed for (1) reeling (2) winding and twisting. Improvements in reeling were effected with the aid of a silk reeler near Hoskote who was induced to reel silk in healds of 54" in width and according to our instructions. Reeled silk after this type is easy to unwind and considerable saving in labour is effected. The hand-winding machine designed last year was perfected and it was adopted for being driven by electric power. One of these machines can produce 20 lbs. of silk per day.

In the workshops a number of machines such as winding, twisting, warping and sizing machines were manufactured and sold to the public. The total value of looms, weaving appliances, etc., sold amounted to Rs. 24,103-12-7.

As per Government Order No. 225-61—I. & C. 53-18-11, dated 7th July 1919, 12 students for the Demonstrators' class were admitted. Of these, 10 have passed the final examination both in theory and practice. Besides the above number of regular students there were ten apprentices in the factory undergoing training. That the education afforded to young men who passed out in 1919 had been of a practical nature is borne out by the fact that 3 of them have taken up to weaving on improved lines.

In the districts, Demonstration work was carried out with the aid of the 11 Demonstrators. They fitted up 821 looms and trained 455 weavers besides attending to repairs and sale of loom and loom parts. The working of the warping and sizing machine was demonstrated in Hosdurga and that of the warping mill at Sarjapur. A complete set of silk twisting and winding machine was taken to Molakalmuru.

Our tappets for weaving figured borders are in common use and the fly shuttle loom is employed in almost every village. Varnished healds are also fairly popular. There is thus fair evidence to show that the handloom weaver in Mysore will respond to any attempts made to better the conditions amidst which he lives and works.

Sugar-cane Mills.—We had three sugar-cane installations at Channarayapatna, Agaram and Chicksagere in our charge, but none of these were worked during the year as all the cane available in the locality was utilised for seedlings.

District Workshop.—The workshop at Shimoga was completed. The outlay on this has been :—

(1) Buildings ...	...	Rs. 9,510
(2) Machinery, tools and plant ...	...	„ 4,350
Total Rs.	...	13,930

It commenced work in April 1919 and the number of work orders during the year has come to 285. The work consists mostly of repairs to local Municipal Works, Water-Supply Installations and the other installations put up in the district by the department.

Of the other district workshops, Government have sanctioned the erection of the same at Tumkur, Kolar and Chitaldrug. The site for Tumkur and Kolar has just been made available and it is expected they will be erected by the end of the current official year. A site for the Chitaldrug District Workshop has yet to be selected.

Industrial Museum.—Mention has been made in my last year's report that attempts will be made to have the machinery made in the Central Industrial Workshops at work. Steps have been taken to have this done and at the time of last Exhibition a 7 cwt. Rice Mill and a small workshop equipped entirely with machinery and

tools made in the Central Industrial Workshops was actually at work. Steps have been taken to have a catalogue printed of machinery available at the Museum. A firm in Madras had placed some machinery for sale at the Museum.

Industries under investigation.

Manufacture of Porcelain.—The exploitation for kaolin having resulted in proving large deposits close to Bangalore, Mr. Vyasa Rao the Industrial Geologist was deputed to the Calcutta Pottery Works to make experiments under factory conditions with our raw materials and determine whether porcelain of good quality could be made. Accordingly, close and careful experiments were made under the guidance of Mr. S. Deb and after several trials, the proper body and glaze mixtures most suitable for the Mysore materials were ascertained. Samples of electric goods, Hospital requisities, Tea and Table ware and Dolls were made and successfully burnt.

A scheme for the manufacture of porcelain ware has been submitted to Government.

The possibility of utilisation of slates occuring in the Chitaldrug District was also investigated with a view to their being substituted for the Cudapah slabs. A close examination of several quarries in the district showed that the rock won is a metamorphic fissule yielding crude slates of uneven surface and of small dimensions. The investigations were not continued further as we came to the conclusion that it was not a commercial proposition as the expense of quarrying was great and the slabs taken out rather too thick.

The Hole-Narsipur asbestos deposits owned by the Mysore Development Syndicate were also examined and the Syndicate were advised regarding their development.

Proposals to manufacture glass on behalf of a private gentleman have been submitted to Government.

Leather Industry.—A scheme for the manufacture of 1000 chamois skins to meet the orders of the Railway Board was approved by the Government and a sum of Rs. 2,000 was sanctioned for the purpose. The Leather Expert, Mr. Kurup obtained necessary skins and had them split in Madras. The subsequent portion of the work was done in Bangalore. But before the work was finished, the Leather Expert resigned his post as he had secured a more lucrative appointment under Messrs. Bird & Co., Calcutta. The experiment was continued by a locally trained man and we got about 300 good skins, out of a total of 633 skins split. What was a most promising experiment ended in a failure owing to want of expert supervision.

The question of securing another Expert is under consideration of Government.

Essential Oils.—A number of essential oils were distilled by the Industrial Chemist at the Government Soap Factory in a qualitative way. Important results were obtained in the distillation of cardamoms. Nearly two tons of patchaly leaves were distilled and the

oil was used in the factory for perfumery purposes. Half of the requirements of the clove oil for the factory was met with by the oil distilled at the factory. Qualitative experiments were done in the distillation of Rosha Grass, Vetivert, Lemon grass, Citronella grass, Kasturi, Arsina, Ajvan seeds. Government have recently sanctioned a sum of Rs. 5,000 for further experimental work and it is hoped to publish in the current year correct useful scientific data.

A small still to be placed on an open hearth has been made for the Shimoga District Committee and I understand they have lent it to a gentleman near Tirthahalli to enable him to extract essence out of roses and aramallige.

Home Industries Institute.—Government were pleased to accord sanction to my proposals for the re-organization of the Home Industries Institute both at Bangalore and Mysore with effect from July of this year. The chief features of my proposals are a better provision of marketing facilities for the several artisans and supply of raw materials to Home Workers and the starting of an auxiliary factory in places where groups of workers are available. Government have sanctioned a sum of Rs. 25,000 for this purpose and steps will be taken to organise these institutions

In the meanwhile, work was being carried on as of old. At Bangalore, raw materials of a total value of Rs. 1,286-5-6 were supplied to nearly 122 home workers and goods of a total value of Rs. 2,552-4-8 were sold. At Mysore Rs. 487-5-6 worth of raw materials were issued and goods of a total value of Rs. 921-1-7 were sold. The goods manufactured consist mostly of rattan articles, knitted goods like socks, Hassan Caps and other embroidered wares.

At the beginning of the year 16 applications were pending disposal and 39 applications amounting to Rs. 2,16,200 have been sanctioned by the several sanctioning authorities and 27 applications have either been rejected or withdrawn by the parties. During the year the amount received towards principal was Rs. 61,741-12-9 and towards interest Rs. 10,439-15-10 thereon. The amount drawn from the Treasury ever since the introduction of takavi loan rules in September 1913 comes to Rs. 6,60,216-14-0 and the amount recovered towards principal till now is Rs. 2,13,098-11-8 and Rs. 30,537-7-3 towards interest thereon.

With the sanction of Government a Senior Mechanic has been deputed for collection of arrears, As a result of special efforts made, we have been able to collect Rs. 37,000 out of the Rs. 57,000 represented as arrears at the commencement of the year.

The facilities offered by the takavi rules have enabled many a man to instal small power plants for industrial or agricultural purposes. It is gratifying to note that in all districts of the State we have at least one power installation at work while in important trade and manufacturing centres there are more than one.

Erection of machinery and assistance to private enterprise.—The installations that were taken up for erection, in the year were 36 out of which, 20 have been satisfactorily completed and handed over.

Amongst the large installations may be mentioned:—

1. The Cotton Gins at Chitaldrug and Nanjangud.
2. The Rice Mill at Challakere.
3. The Tile Factories at Kolar and Sagar.

The Mysore Tannery, Ltd.—The Government own nearly 53,000 rupees worth of shares and have the right to return a third of the Directors to the Directorate and to have the accounts audited by one of its officers. The Tannery had another year of successful work.

General Remarks.

In reviewing the work done by the department during the year 1918-19, Government observed as follows:—

"The work of the department and the number of new problems to be solved in the near future are likely to grow in complexity and will demand from the staff not only their utmost exertions but a capacity to grapple with new conditions and to undertake large investigations and schemes. The department will be called upon to take up in a large measure in future the functions of supplying technical advice, assistance and information to the public. The Director is requested to keep these objects in view in organising the work of the department, selecting his staff, training and employing the men in a manner calculated to achieve these results."

The Department of Industries was first constituted in Mysore in 1912 and in August 1917 it was partly revised and was made permanent on non-pensionable basis. The need for a qualified superior staff soon became apparent and in addition to the men already in service a few men were selected from the P. W. Department and deputed to work in this department. I have examined the needs of the department with special reference to our growing needs. I have also kept myself in touch with the recent developments made in the sister provinces of British India and after careful consideration submitted a scheme for the further re-organising of the department on a moderate scale. When compared with the pay offered in British India, it will be readily admitted that the emoluments proposed in my new scheme are very moderate. At present there is a great demand for trained men and we have an instance in our midst where the services of a highly trained Assistant of the department have been secured by an influential Syndicate and it behoves us therefore to have a large number of men ready trained on the reserve list. Such a proposal has met with the approval of all the provincial Directors of Industries of British India.

There is at present a great awakening in the whole of India. Mysore has not been entirely idle, though it might have been expected that with the preliminary work done in educating the masses by the Economic Conference we ought to have speedier results than what has been achieved now. We have seen during the last 2 or 3 years the formation by Mysore Development Syndicate of an Asbestos Factory, an essential Oil Factory and the floatation of a Cotton Mill with a

capital of Rs. 40,00,000 the entire capital of which has been subscribed for within the State. An Industrial Bank with a capital of 5 crores has been projected and the air is full of rumours of the starting of another Cotton Mill, a Silk Filature, and a Wollen Mill.

A Metal Factory has been recently started in the State while Rice Mills and Tile Factories are springing up all over the State. Proposals were submitted to Government to transfer two of the concerns worked by the department to private enterprise, but the question has been held over in abeyance for the present. Proposals for starting a Porcelain Work is before Government. Certain concessions to start a Paint Works have recently been given to the Mysore Royal Paint Works.

In addition to these, the possibility of starting large concerns like a Sugar Factory, a Paper Pulp Factory, a Saw Mill have been investigated and the question of what sort of facilities Government ought to give to promote the successful floatation of these companies is now engaging the attention of Government. And when these steps become known there is no doubt that the demand for trained officers will be great. It can not be too strongly emphasised therefore that in fixing the scale, provision should be made for a strong reserve and unless the State is in a position to supply the needs of the country, the benefits will go to the foreigners.

Takavi Loans.

RATES OF INTEREST RAISED.

Having regard to the present condition of the money market the Government enchance the rates of interest for the various classes of loans for Industrial and Agricultural purposes as follows:—

Class of loans.	*Present rate.*	*Revised rate now sanctioned.*
1. Loans for Industrial and Agricultural purposes.	4 to 6¼ per cent	7 per cent
2. Loans for the encouragement of Rural and Cottage Industries.	6¼ per cent	6½ per cent
3. Loans for Machinery.	6½ per cent	7 per cent

Penal interest at the rate of 9 per cent will be charged on all outstanding loans which are overdue.

G. No. 11806-16—I. & C. 336-20-3, dated 9th June 1921.

CO-OPERATIVE SOCIETIES.

Registrar's Report for 1919-20.

The growth of the Co-operative Movement in the State from its inception in the year 1905-06 down to the end of the year 1919-20 is shown in the following statements.

I. Statement showing the increase in the number of societies in the several districts from the year 1905-06 to the year 1919-20.

District	Number of Societies														
	1905-06	1906-07	1907-08	1908-09	1909-10	1910-11	1911-12	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19	1919-20
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Bangalore ...	2	4	4	5	11	19	37	66	99	136	156	198	212	248	288
Kolar ...	...	...	1	2	3	4	19	35	60	72	78	107	125	147	157
Tumkur ...	...	4	4	9	20	27	43	64	109	134	145	166	177	199	236
Mysore ...	1	5	12	16	20	36	44	61	68	97	102	110	149	160	168
Hassan ...	1	1	1	2	3	10	47	73	74	94	110	139	149	156	182
Shimoga ...	...	...	1	2	2	5	7	26	54	96	103	126	152	167	168
Kadur ...	1	1	2	3	5	5	6	15	24	32	40	52	59	64	73
Chitaldrug ...	...	...	2	6	6	5	5	9	43	64	66	76	84	92	130
Total ...	5	15	27	45	70	111	208	343	530	725	800	974	1,097	1,233	1,402

II. Statement showing the general position from the year 1905-06 to the year 1919-20.

Year	Number of societies	Number of members	Working capital	Total transactions	Total net profits	Total Reserve Fund
			Rs.	Rs.	Rs.	Rs.
1905-06 ...	5	362	14,243	48,556	.....	132
1906-07 ...	15	1,191	28,385	1,60,124	.....	160
1907-08 ...	27	2,521	64,126	4,77,067	5,295	924
1908-09 ...	45	4,551	1,35,499	9,79,650	6,449	2,340
1909-10 ...	70	6,301	2,16,261	13,77,278	10,471	5,831
1910-11 ...	111	9,043	3,71,194	20,72,413	19,324	9,549
1911-12 ...	208	13,148	6,75,312	34,83,955	34,836	18,833
1912-13 ...	343	24,538	12,89,338	59,52,081	62,520	30,600
1913-14 ...	530	45,479	21,47,340	26,28,522	1,18,604	56,239
1914-15 ...	725	56,267	30,85,747	1,31,13,546	1,61,521	96,669
1915-16 ...	800	64,857	44,21,688	1,65,24,561	2,17,976	1,59,626
1916-17 ...	974	74,906	57,64,024	2,15,02,190	2,63,205	2,34,74½
1917-18 ...	1,097	81,168	65,04,632	2,23,86,334	3,26,476	3,30,539
1918-19 ...	1,233	84,425	70,98,327	2,42,31,865	3,38,504	4,39,087
1919-20 ...	1,402	92,679	78,00,100	3,26,25,521	3,67,520	5,79,435

The following four statements compare the progress achieved in the year 1919-20 with that in the previous year:—

I. Statement classifying societies according to their objects.

District	I Credit		II Purchase and sale		III Production		IV Production and sale		V Insurance		VI Miscellaneous		Total	
	1918-19	1919-20	1918-19	1919-20	1918-19	1919-20	1918-19	1919-20	1918-19	1919 20	1918-19	1919-20	1918-19	1919-20
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Bangalore ...	220	249	17	29	...	...	1	2	...	...	10	8	248	288
Kolar ...	140	148	5	7	1	...	1	2	...	..	...	...	147	157
Tumkur ...	190	222	4	12	1	...	3	1	...	...	1	1	199	236
Mysore ...	138	140	17	26	...	...	4	1	...	...	1	1	160	168
Hassan ...	151	166	3	14	1	1	1	1	...	...	...	...	156	182
Shimoga ...	142	160	6	6	...	...	2	2	...	...	17	...	167	168
Kadur ...	56	59	6	10	...	...	1	1	...	...	1	3	64	73
Chitaldrug ...	82	128	1	2	...	...	...	...	...	...	3	3	92	130
Total ...	1,125	1,272	59	106	3	1	13	10	...	...	33	13	1,233	1,402

II. Statement classifying societies as central or primary, agricultural, or non-agricultural, limited or unlimited.

District	Central		Primary								Total	
			Agricultural				Non-agricultural					
			Limited		Unlimited		Limited		Unlimited			
	Central Limited		Agricultural, Limited		Agricultural, Unlimited		Non-Agricultural Limited		Non-Agricultural Unlimited		Total	
	1918-19	1919-20	1918-19	1919-20	1918-19	1919-20	1918-19	1919-20	1918-19	1919-20	1918-19	1919-20
1	2	3	4	5	6	7	8	9	10	11	12	13
Bangalore ...	4	4	15	25	174	196	43	52	12	11	248	288
Kolar ...	...	...	33	26	101	106	21	23	2	2	147	157
Tumkur ...	6	6	25	36	154	171	12	19	2	4	199	236
Mysore ...	1	1	13	10	97	99	36	44	13	14	160	168
Hassan ...	4	3	17	25	130	144	1	3	4	7	156	182
Shimoga ...	2	2	17	18	129	127	11	12	8	9	167	168
Kadur ...	2	2	6	13	45	46	11	12	...	...	64	73
Chitaldrug ...	...	...	3	...	82	120	7	10	...	...	92	134
Total ...	19	18	119	153	912	1,009	142	175	41	47	1,233	1,402

III. Statement classifying societies according to their working capital.

Name of district	Societies with a capital of Rs. 10,000 and over		Societies with a capital below Rs. 10,000 but over Rs. 5,000		Societies with a capital below Rs. 5,000 but over Rs. 1,000	
	No.	Total transactions	No.	Total transactions	No.	Total transactions
1	2	3	4	5	6	7
Bangalore ...	49	1,44,76,800	42	8,54,100	88	7,32,300
Kolar ...	15	27,41,700	15	1,85,800	52	2'56,400
Tumkur ...	39	26,98,500	26	3,09,900	71	3,91,200
Mysore ...	23	50,05,700	19	6,99,200	49	4,97,700
Hassan ...	9	6,09,700	17	99,800	53	2,89,200
Shimoga ...	6	5,18,100	13	64,700	41	2,11,300
Kadur ...	7	5,11,400	6	86,300	18	1,48,800
Chitaldrug ...	6	3,19,800	11	1,74,400	29	90,300
Total ...	154	2,68,81,700	149	24,74,200	401	26,17,200

Name of district	Societies with a capital below Rs. 1,000 and over Rs. 500		Societies with a capital below 500		Total	
	No.	Total transactions	No.	Total transactions	No.	Total
	8	9	10	11	12	13
Bangalore ...	36	1,04,500	73	54,200	288	1,62,21,900
Kolar ...	23	48,900	52	13,800	157	32,46,600
Tumkur ...	34	76,700	66	29,600	236	35,05,900
Mysore ...	19	56,800	58	39,000	168	62,98,400
Hassan ...	36	76,800	67	60,300	182	11,35,800
Shimoga ...	31	16,100	77	12,600	168	8,22,800
Kadur ...	7	8,600	35	3,100	73	7,58,200
Chitaldrug ...	27	28,700	57	22,700	130	6,35,900
Total ...	213	4,17,100	485	2,35,300	1,402	3,26,25,500

IV. Statement comparing the general position at the end of the year 1919-20 with that at the end of the year 1918-19.

District	Number of societies		Number of members		Working capital at the end of the year 1918-19	
	At the end of the year 1918-19	At the end of the year 1919-20	At the end of the year 1918-19	At the end of the year 1919-20	Share capital	Deposits
1	2	3	4	5	6	7
					Rs.	Rs.
Bangalore ...	248	288	19,689	20,940	9,91,134	14,90,446
Kolar ...	147	157	11,071	12,160	4,35,834	1,95,620
Tumkur ...	199	236	15,469	16,285	4.52,998	2,42,964
Mysore ...	160	168	12,928	13,024	5,65,554	2,52,958
Hassan ...	156	182	7,818	8,035	1.64,804	83,255
Shimoga ...	167	168	7,896	7,436	2,37,789	79,580
Kadur ...	64	73	3,751	4,084	1,34,652	33,394
Chitaldrug ...	92	130	5,803	10,715	1,61,864	38,208
Total for the State	1,233	1,402	84,425	92,679	31,44,629	24,16,425

District	Working capital at the end of the year 1918-19		Working capital at the end of the year 1919-20			
	Other items	Total	Share capital	Deposits	Other items	Total
	8	9	10	11	12	13
Bangalore ...	6,11,372	30,92,952	10,98,119	17,83,049	7,14,935	35,96,103
Kolar ...	75,421	7,06,875	4,60,879	2,04,447	1,55,042	8,20.368
Tumkur ...	3,70,661	10,66,623	5,04,210	3,17,286	3,79,916	11,97,412
Mysore ...	1,79,487	9,97,999	6,13,816	2,51,913	1,33,615	9,99,364
Hassan ..	1,35,828	3,84,487	1,76,512	91,267	1,31,778	3,99,557
Shimoga ...	47,496	3,64,865	2,60,707	53,228	57,705	3,11,640
Kadur ...	66,503	2,34,549	1,45,988	40,129	65,784	2,51,901
Chitaldrug ...	49,905	2,48,977	1,40,380	3,47,747	48,628	2,23,755
Total for the State	15,37,273	70,98,327	33,40,631	27,76,066	16,83,403	78,00,100

District	Total transactions		Net profits		Reserve Fund	
	At the end of the year 1918-19	At the end of the year 1919-20	At the end of the year 1918-19	At the end of the year 1919-20	At the end of the year 1918-19	At the end of the year 1919-20
	14	15	16	17	18	19
	Rs. in lakhs.	Rs. in lakhs.	Rs.	Rs.	Rs.	Rs.
Bangalore ...	104·76	162·22	1,17,396	1,56,473	1,31,082	1,85,016
Kolar	36·07	32·46	43,101	4,077	53,880	83,716
Tumkur	25·57	35·06	45,584	59,299	86,942	1,12,440
Mysore	16·55	62·98	68,510	79 052	85,602	82,746
Hassan	7·90	11·26	13,142	17,440	22,162	44,022
Shimoga ...	8·69	7·58	21,056	19,118	22,162	26,422
Kadur	5·81	7·58	15,006	17,344	21,694	23,808
Chitaldrug ...	6·92	6·36	14,719	14,657	16,283	21,265
Total for the State	242·31	326 25	3,38,504	3,67,530	4,39,807	5,79,435

Loans.—The total amount of loans issued during the year by all the Co-operative Societies was Rs. 63,05,085 in 138,828 cases as against Rs. 54,25,073 in 88,947 cases during the previous year.

The following statements classify the loans according to the security on which and the object for which they were advanced :—

Security :—

(1) On the security of immovable property, Rs. 23,60,447 in 22,711 cases or 37·4 per cent on the total loans.
(2) On the security of movable property, Rs. 30,496 in 403 cases or ·5 per cent.
(3) On the security of the borrower himself or on the joint security of himself and his friends. Rs. 39,14,142 in 1,15,524 cases or 62·1.

Objects :—

(*a*) For productive purposes, Rs. 39,68,610 or 63 per cent.
(*b*) For paying off prior debts, Rs. 20,40,919 or 32·3 per cent.
(*c*) For non-productive purposes, Rs. 2,95,556 or 4·7 per cent.

The total loans granted during the year show a considerable increase over those of last year. This is due to the absence of such disturbing causes as influenza and bad seasonal conditions which prevailed during last year. The total number of cases too in which loans were granted shows a substantial increase which is due to the fact that the tendency which was mentioned in the administration report for the year 1918-19 of a few influential members in some societies monopolising all the loans for themselves has been steadily put down.

Rate of interest.—The average rate of interest charged by societies, *viz.*, 10 per cent underwent no change during the year in spite of the financial stringency which prevailed during the year and the consequent increase in the market rate of interest. It was found however that the Central Societies had to pay more on the moneys attracted by them and it is likely that in the coming year the rate of interest on loans will have to be increased correspondingly in some societies.

Demand and collections.—The total amount of loans issued during the year was, as stated above, Rs. 63,05,085 and that outstanding at the beginning of the year Rs. 52,13,365. Of these, the total that fell due during the year was Rs. 63,96,107 and the total recoveries amounted to Rs. 53,02,389 or 83 per cent of the total demand. In arriving at these figures the demand and the collections of central institutions have been omitted as they are included in those relating to primary societies. It will be noticed that the collections show a considerable improvement over those of previou s years. Though some of this improvement is undoubtedly due to the favourable seasonal conditions which prevailed during the year, much of it is probably due to the pressure brought to bear upon societies by the Department in the course of its consolidation work to re over overdue loans from the

defaulting members. In many cases such recoveries were effected only after recourse to coercive processes.

Co-operation in the malnad.—The general progress of the Co-operative movement indicated in the foregoing statements has been mostly in the maidan parts of the State. The difficulties in the way of a rapid progress are great in the malnad. The country is sparsely populated, villages are few, people are ignorant, wealth is unevenly distributed, men able and willing to act as leaders are wanting and the climate is unhealthy. Strenuous and persistent efforts have been made to interest the malnad population in the Co-operative movement, but the results have not been very successful. The number of societies increased from 192 to 213, membership from 10,304 to 10,491 and working capital from Rs. 4,91,585 to 8,90,423.

Arecanut is one of the principal crops in the Shimoga and parts of the Kadur malnads and a large proportion of the population is engaged in growing it. The possibility of forming societies for the benefit of areca-growers was examined during the year and it was found that they were all heavily burdened with debts and if means could be found for relieving them of their indebtedness it was possible to place their occupation on a more satisfactory basis. To do this on an adequate scale a very heavy outlay is required and under present conditions it is difficult to find the necessary funds. Arrangements have, however, been made in the Sagar Taluk for forming a few societies for areca-growers and if they succeed they will be extended to the other areca growing centres.

Arrangements have also been made for undertaking propaganda work on a large scale. Efforts have been made, but not with much success to get local men of influence and position to take a lead in Co-operative matters. The jurisdiction of Inspectors has been considerably reduced and their number increased. It is hoped that these measures will secure not merely a better management of the societies now working in the malnad but also a rapid development of the movement.

The scheme of Land Mortgage Banks for the relief of large land-holders in the malnad from their indebtedness is under the consideration of Government. At the desire of Government, the Bangalore Central Co-operative Bank and the Mysore Provincial Co-operative Bank have been asked to consider whether they would work up the scheme and their reply is awaited.

Investigation of economic condition of members of co-operative societies.—This investigation was continued during the year and nearly 100 societies were examined. With the societies examined during previous years, the total number of societies in which this investigation was carried on was 370. The operations of these societies extended to 1,800 villages with a population of 8,94,000. They had 24,350 members of whom 8,950 were returned as having no debts. The remaining 15,400 were indebted at the time they became members of the societies to the extent of Rs. 39,51,000 to money-lenders and their total assets at that time amounted to Rs. 1,89,50,000. At

the time of investigation the total debt of these members was Rs. 42 lakhs and their total assets Rs. 2,30,000. Of the total debt of Rs. 42 lakhs 20 was due to societies and 22 to money-lenders.

It has to be pointed out that this investigation was neither scientific nor systematic, and those who carried it on were not a specially trained band of men. But yet the results have been strikingly uniform. Different opinions have been expressed as to the conclusions to be drawn from these results. Thus it has been said that co-operative credit societies are only lending institutions and that, as institutions for the promotion of thrift, they are a failure. It is somewhat difficult to understand the statement because a society has first to find funds before it can grant loans. And as a matter of fact the societies in Mysore have attracted a sum of no less than 78 laks of rupees and to that extent have undeniably promoted thrift. Nor is it reasonable to expect that within a period of 15 years at the most and in several cases a much shorter period deposits will play a larger part in every society than loans. A member joins a co-operative credit society ordinarily because he is poor and is in need of credit. The idea that the society is an institution in which he can safely make his investments does not appeal to him as he has nothing to invest. But as he takes loans from the society and lays them out on productive purpose his means are gradually improved and he finds himself in a position to effect savings, small at first but gradually increasing. It is then that co-operative societies will serve as local centres for the attraction of deposits. When this stage will be reached one cannot say, but not in fifteen years.

Again, it has been stated that the private money-lender, whom the societies are expected to displace, is as strong and the ryot's dependence on him as absolute and helpless as ever. The money lender's grip on the ryot is certainly stronger than it is desirable but to say that Co-operative Societies have no effect on him and his methods is not accurate. Taking into account the amounts lent by rural credit societies for 'productive and necessary purposes' it is found that from the year 1905-06 to the year 1919-20, co-operative societies have financed their members to the extent of Rs. 156 lakhs. This is not a small amount and to the extent to which it forms part of the total loans taken by agriculturists it certainly has displaced the money-lender. The proportion is perhaps small but not insignificant. Further, several instances have come to the notice of the department of a village money-lender being forced to reduce his rate of interest as a result of a co-operative society working successfully in the locality. This influence is perhaps wider than is generally supposed. Then, again it is said that co-operative societies have not merely not reduced the indebtedness of the members but have actually increased. The figures do not support this statement and even if they did it need not necessarily cause anxiety. Agriculture, like every other industry, requires credit and those engaged in it have to borrow from time to time. The objection to borrowing arises from the fact that the conditions incidental to borrowing from a private money-lender are

ordinarily injurious to the borrower. But this objection cannot apply to co-operative credit societies.

An examination of the work of the societies during the year showed that out of 1,208 societies (excluding 194 societies formed during the year) 770 or 64 per cent were returned as good; 310, or 26 per cent as fair and 128 or 10 per cent as bad. The corresponding figures for the previous years were 740 or 68 per cent; 230 or 21·1 per cent and 118 or 10·8 per cent. Of the 770 classed as good, 180 were considered very good as against 130 in the previous year.

The following statement shows the progress of the Co-operative movement in the different districts of the State.

Serial No.	District	Number of villages in round numbers	Total population in lakhs	No. of societies at the end of		Average number of villages served by a society in		Average population served by a society in	
				1918-19	1919-20	1918-19	1919-20	1918-19	1919-20
1	Bangalore ...	2,500	8·48	248	288	10	9	3,423	2,944
2	Shimoga ...	1,700	5·17	167	168	10	10	3,095	3,095
3	Tumkur ...	2,400	7·35	199	236	12	10	3,693	3,114
4	Hassan ...	2,300	5·80	156	182	14	12	3,718	3,187
5	Chitaldrug ...	1,200	5·64	92	130	13	9	6,130	4,338
6	Kadur ...	1,000	3·38	59	73	15	13	5,281	4,630
7	Kolar ...	2,800	8·48	125	157	19	18	5,306	4,968
8	Mysore ...	2,800	13·42	160	168	18	17	8,387	7,988
	Total for the State	16,700	58·00	1,233	1,402	13	12	4,700	4,137

PUBLIC WORKS.

Rental of Government Buildings.

Rates revised.

The rate prescribed for assessing the rents of Government buildings is based on the principle that the amount should cover a moderate interest on the capital outlay as well as the average annual charges for maintenance and repairs. The present rate for Government residential buildings, *viz.*, 6 per cent on capital cost was prescribed at a time when the rate of interest was $4\frac{1}{2}$ per cent, the difference of $1\frac{1}{2}$ per cent being added on account of repairs and maintenance. As the rate of interest has now increased to $6\frac{1}{2}$ per cent, due to value of money having gone up, it is only right that the prescribed rate for rent should be correspondingly increased. Government therefore direct that from the 1st July 1921 the annual rental be fixed at 8 per cent of the capital cost, subject to a maximum of 10 per cent of the salary of the officer occupying the building.

The capital cost of buildings for which rent is charged should be examined and revised, wherever necessary, with reference to the actual outlay incurred.

Order No. P. W. 1908-58—M. 10289-10339, dated 8th June 1921.

PART II. –Books, Pamphlets, etc., issued by Government Departments (Mysore).

The Mysore Revenue Manual.

In the previous issue (Vol. V., No. 6) a reference was made to the third Volume of the revised edition of the Mysore Revenue Manual. The first volume was issued during the period covered by this number. It is divided into 26 Chapters and its new features are thus described in the preface :—

"The first edition of the Mysore Revenue Manual was issued in the year 1874. Subsequent editions followed in 1886, 1901 and 1911. Though the last of these editions aimed at bringing together all orders of general importance on every topic connected with revenue administration and law in force at the time, the arrangement of the matter was not on quite a logical basis. The Government Orders were reproduced in *extenso* in it, with the result that material instructions intended for guidance were lost in a mass of unimportant matter.

"Further though two supplements were subsequently issued—the first in June 1913 and the second in May 1915, a large number of Government Orders subsequently issued have had to be codified, and a revised edition of the manual has been in demand for some time past.

"Advantage has been taken of this demand to bring out a new manual avoiding the imperfections of the last edition, instead of merely re-printing it, incorporating subsequent Government Orders. The division of the manual into chapters has been revised. The first 15 chapters of the manual follow the numbering of chapters in the Land Revenue Codes and comprise Government Orders and Rulings bearing on the respective sections of the Code. Chapters on other matters concerning Revenue Administration and the work of Revenue Officers follow next, namely, Inams, Cesses and Taxes, Revenue Accounts, Returns and Statistics Irrigation Loans, Land Acquisition, Rural Development and the various other miscellaneous matters for which a revenue officer is held responsible.

"A glossary of terms in use in revenue correspondence is also appended and the index has been made more exhaustive.

"An attempt has been made throughout the book to codify and summarise, the instructions contained in Government Orders, leaving out, as far as possible, discursive portions. It has thereby been found possible to reduce very materially the size of the volume, in spite of its wide scope, as compared with the previous editions.

"Appendices and forms referred to in this volume are printed in Volume II and all miscellaneous Regulations and Rules required for reference by a Revenue Officer have been, for the first time, collected together and published in a handy form in Volume III.

"A comparative table showing in parallel columns the respective chapters of the previous editions of the Revenue Manual and the corresponding chapters of the present edition is attached." The book is priced Rs. 3 per copy.

PART III.—Extracts.

CO-OPERATIVE SOCIETIES.

Registrar's Report.

FOR THE YEAR ENDING 31ST JULY 1920.

[Punjab.]

Co-operation and Education.—Co-operation is connected with education in several ways. It is itself largely connected with the education of adults in the better conduct of their business; for its progress it requires educated members and as it demands education, so it seeks to supply this demand. The first duty of every member of the staff is to secure for himself a thorough education in the meaning of co-operation, the application of its principles to various problems, its achievements in different countries and its place in modern agriculture. His next duty is to teach his subordinates and the members of the committees, and through them the public in general. But that is not all; Inspectors are directed to make a close study of the economic conditions of their circles with a view to analysing the causes of the common ills, and then to try to devise some remedy on co-operative lines; that is to say, they are to show the people how to help each other to improve their economic condition and to organize them to this end. In this task, the staff is rapidly gaining the confidence of the people, and it is making steady progress in equipping itself to cope with the many problems that call for solution. Better organised efforts are now being made to train Sub-Inspectors by calling together special classes and similarly special classes for teaching honorary and paid secretaries of societies have been held. An Educational Inspector has been sanctioned and appointed; a detailed curriculum has been drawn up for a three months' course in Rural Economics and co-operation. This course will be held twice a year and will be attended by Inspector candidates and the better educated Sub-Inspectors. Courses for Sub-Inspector Candidates will also be arranged. For the permanent staff of Inspectors, Refresher Courses are now being held. The Inspectors will have to prepare and deliver lectures on selected subjects to their colleagues. The Deputy or

Assistant Registrar of the Circle and the Educational Inspector will exercise supervision over the discussions and criticise defects, and in addition, certain subjects have been allotted to them to lecture on. In order to facilitate the closer study of the rural economics of the province, the staff will be given special problems to investigate. By these means it is hoped that, with the aid of the standing Board of Economics, there will within a few years be collected a considerable amount of valuable and accurate information relating to economic conditions in the Punjab, which should serve as a useful basis for future programmes of development. Turning now to the effect of co-operation in stimulating the demand for education, it is pleasing to be able to record that a number of societies in Lyallpur, Montgomery and Gujrat have agreed to contribute several hundreds of rupees to scholarship funds for poor zamindars; another has given a donation of Rs. 500 towards the cost of constructing a primary school building in the village. In Julundur the Hindu Bank, Nakodar, pays every year 7½ per cent of its profits to the local Anglo-Vernacular Middle School; the sum this year was Rs. 607; two other societies contributed Rs. 135 to local schools. Four Unions in Shakarghar Tahsil have offered to assist the District Board to start a High School in that out of the way place. Clarkabad Society (Lahore) has contributed Rs. 325 to the education and support of poor widows and orphans, and smaller contributions to education have been made by societies in Garhshankar and Sonapat Tahsils. A more interesting development is the introduction of night schools. The first was started in Ambala District by the Bhurewal Society under the guidance of the Inspector Chaudhri Ali Muhammad, B.A. It has 18 students, all adults on its rolls. The example has been followed in four other villages in different districts. Three have been registered as co-operative night school societies; two are unregistered Except where difficulties may arise over the management of funds, registration does not appear to be necessary. The first deed is to make education available for those of our adult members who desire it, and a satisfactory beginning seems to have been made as there are already 110 pupils. At present Urdu and simple arithmetic are the only subjects taught. The funds are provided chiefly by the local credit societies; the teachers (local school teachers, secretaries or whoever is willing) receive a small payment. Of course there are difficulties. It seemed to me advisable that minors should be excluded, but this apparently will prevent the payments of grants-in-aid. However, the subject is of such great importance that it is not likely that such a rule will be too rigidly enforced. It is hoped to open many similar night schools during the current year.

In another direction also the collaboration of the two departments is leading to interesting results. There are now 70 school societies. These supply stationery, etc., to the pupils and all manage to effect a small saving. The chief object of course, is to familiarise the boys in a practical manner with the ideas of self-help and co-operation and this is best achieved where the masters interfere as little as possible.

Many of these are rendering creditable service. As the members are nearly all minors, the societies are not registered.

In Gujrat a new development is a district supply store in which 44 schools are shareholders. Books worth Rs. 5,685 have been supplied to 75 schools and as Rs. 503 commission has been earned, considerable interest has been aroused. A Union of School societies is contemplated in Sialkot. The interrelation of the two departments is further exemplified by the well managed Co-operative Societies of Khalsa College, Amritsar, and of the Central Training College, Lahore. The interest shown and the help freely given by many officers of the Education Department are greatly appreciated when the village schoolmaster is fully imbued with the importance of co-operation in the development of the province, and important stage will have been reached in placing the Punjab firmly on the road to prosperity.

Co-operation and Agriculture.

The measures taken in recent years to stimulate amongst co-operators a more lively interest in the improvement of agriculture are beginning to bear fruit. During the year the societies were instrumental in selling 17 Rajah ploughs, 814 Meston ploughs, 259 Meston shares, 8 bar harrows and 4 drills. Most of these were sold to members but non-members were also allowed to purchase. Under the new arrangement with Messrs. Octavius Steel and Company, the sale on commission will cease and societies will buy wholesale lots for retail sale.

The policy of inducing cultivators to set aside small plots for the demonstration of new methods or improved seed is gaining in popularity. The owners cultivate under the advice of the Agricultural Assistants, and members are encouraged to note the results. These have usually been highly satisfactory and as 77 such plots are now arranged for it is not unreasonable to hope that good will follow. Nearly 3,000 maunds of wheat seed and 400 maunds of American cotton seed have been supplied through societies and the idea of constructing good seed stores is being favourably received. A wagon load of sugar-cane from Gurdaspur farm was distributed and sown in 10 societies of Dasuya Tahsil.

In Lyallpur District a seed and demonstration farm society at Salarwala has been registered. Unfortunately the plot selected was given by the Deputy Commissioner to a Zamindar and as the arrangement for another square has not yet been completed, nothing could be done. A seed and demonstration farm society has also been started at Montgomery with the assistance of the colonization officer, and under the guidance of M. Niaz Ahmad, Agricultural Assistant satisfactory progress is being made. The net profit of Rs. 587 is being devoted to the purchase of improved implements.

The staff generally fully appreciate the importance of encouraging the widespread adoption of improved methods and pure seed, and the circle reports claim that such progress as is being made is due chiefly

to co-operators. Many members are now sowing castor seed; a further large number of fruit trees have been planted and more would have been put down had they been available. Members of the staff continue to visit Lyallpur and Gurdaspur farms and as many as are permitted attend the Rural Economy Class and the Vernacular Course in practical agriculture.

In order to assist in saving the cultivators from the damages due to Har-cockle I arranged with Mr. Milne, Economic Botanist, for the special training of the staff, and three Inspectors and thirteen Sub-Inspectors from the area afflicted attended and received instruction in Lyllapur College for three days. On returning to their circles they found the cultivators unwilling to believe that the disease was due to sowing contaminated seed but several have agreed to try pure seed and a successful demonstration should convince even the obstinate Multanis that the disease can be avoided by such a simple remedy.

We are indebted as before to the unfailing courtesy of the officers of the Agricultural Department whose willingness to give advice and to render such assistance as lies in their power has been of great value in our work. The progress of rural co-operation is closely bound up with the expansion of the Agricultural Department upon which we must continue to depend for information relating to the main industry of our members.

The great expansion of the movement results in a tendency to limit this report to general matters to the exclusion of any discussion of individual societies. A great many points of interest must perforce be omitted, but a few may be inserted. In the society of Chak. 102 R. B. Patti Musalmana, the president died leaving a minor son. In general meeting the widow was elected president and now takes an active part in the work, attending meetings, making recoveries and managing the society. She also personally shows the accounts, etc., to the staff. Her success is indicated by the fact that the society is in Class B. Her name, Mussamat Hakim Bibi, deserves to be placed on record.

The attempts to open co-operative post offices were most pleasantly defeated by the Postal Department undertaking the whole work. Proposals for more of these are being considered. A society agrees to pay for the runner and to arrange for the clerical work, but so far wherever co-operators have agreed to bear these expenses the Postal Department has found reasons to believe that a wholly departmental office would pay. Of course the efforts of the staff are not wasted as the real object is attained.

Other forms of Co-operation.

The by-laws for arbitration societies referred to by Mr. Darling last year were considered by the legal Remembrancer to be defective. I, however, allowed registration of three societies formed under Mr. Darling's guidance. Registration in other cases was refused until I could devise means for overcoming the legal objections. My new

draft bye-laws were sent to the press whence they have not yet emerged. Some societies, however, got manuscript copies and have been registered. There seems to be good ground for the belief that these arbitration societies will prove popular and will afford a means of escape from the curse of litigation. For success a society must depend not on the legal perfection of its bye-laws, but on the good spirit of its members. Mr. Darling's draft provided only for the settlement of disputes between members; mine makes the society in addition a means of defence against the litigiousness of a non-member. The rules have been made elastic as it is not intended that these societies should usurp the functions of the courts in cases of real legal difficulty. These cases, however, form such a very small proportion of the total that there will be ample scope for the socioties' good offices. A few disputes have already been dealt with. Disputes relating to the business of credit societies have in the last few years been freely referred to arbitration, and, as the arbitrators seem to have given practically no ground for complaint, it is but natural that the idea of dealing in the same manner with other disputes should take root. Inspectors report several instances of this. In one or two cases the Committee of the local credit society has already a praiseworthy record. Our enquiries seem to indicate that the mass of the people are heartily tired of litigation and will welcome any suitable measure for the settlement of differences without resort to the courts. When the suggestion for special co-operative arbitration societies, which arose, I think, with Mr. Strickland, was first considered we were not aware that the system was already at work in Serbia. Its introduction into the Punjab will call for close supervision as litigation is one of the most important industries of the Province, but the help and sympathy of Judicial and District Officers will go a long way to ensure success.

The fragmentation of holdings has been recognised in many countries as a cause of serious economic loss; and several attempts have been made to find remedies by resort to measures involving a greater or less amount of compulsion. It seemed to me that before pressing for special legislation for the Punjab, we should try what could be done by preaching and persuasion, and I accordingly drew up a scheme for co-operative consolidation of holdings societies and after discussing it at various meetings of co-operators, I instructed the Staff in the Jullundur, Hoshiarpur and Gurdaspur Districts to try experimental societies in villages where the co-operative spirit was already well developed. The result has exceeded expectations. Twenty societies were formed with 690 members, and in some repartition has been wholly or partially completed, and it is hoped that by the end of October adjustment will be finished in all. In Saila Khurd (Tahsil Garhshankar) each owner has been allotted one solid block of land in one place. The number of fields has been reduced from 425 to 25, while the average size of a field has been increased from 3 to 35 Kanals. In Laksian in the same tahsil, the number of fields has been reduced from 500 to about 200, and the average size increased

from 4 to 10 Kanals. In Ghazi Kot and Buch Nangal in Gurdaspur Tahsil similar results have been obtained. The immediate economic effect has been striking. In Ghazi Kot, one owner had 31 acres divided into 40 fields scattered in 26 different places. He received Rs. 6 an acre rent. Consolidation has given him one solid block; the same tenants have offered Rs. 10 per acre rent and have also expressed their willingness to sink two wells and recoup the cost by annual deductions from the rent. In another village rents for the consolidated holdings are said to have risen 20 per cent. Increase of produce and increase of the area actually under crops are not the only advantages to be anticipated. In these densely populated districts, the reduction of field boundaries may reasonably be expected to lead to a diminution in the number of disputes and in the volume of litigation. It is of course, too early to venture upon any predictions, but it may, I think, be claimed that the initial success is worthy of note; the potentialities are enormous and it is proposed to devote special attention to this work during the current year. The scheme propounded is that every one wishing to become a member must agree to the general principle of consolidation. He must promise to abide by any method of partition approved by two-thirds of all the members, and give up possession of his land for four years in accordance with any plan of repartition so approved. He must further agree that all disputes shall be referred to arbitration. The possession given is cultivating possession for four years. At the end of four years the old possession must be restored unless all the members unanimously decide otherwise. In the course of the four years, transfer of ownership is permissible. The society comes to an end in five years. It is hoped that the four years' trial will demonstrate the advantages sufficiently clearly to convince all concerned of the desirability of converting the temporary cultivating possession into exchange of ownership. In some cases the owners are agreeing to permanent change straightaway, and this of course is recommended, but is not pressed for. The scheme depends for its success on the good will of those concerned. There are difficulties and obstacles, some inherent and some extraneous. Amongst the latter is the opposition of the Patwaris, some of whom have already grasped the fact that if the number of fields is reduced by two-thirds, the number of Patwaris will correspondingly decline. I venture to hope that the superior revenue staff will adopt a strong and determined attitude towards any opposition shown by these and other officials.

EDUCATION.

Education of the Depressed Classes.

GOVERNMENT RESOLUTION.

United Provincer,

In G. O. No. 356-IX—24, dated the 10th July 1920, District Boards were invited to embark with Government assistance on a scheme for the expansion of education amongst the depressed classes. The main features of this scheme were as follows ;—

(i) That the boards should appoint a Supervisor of schools for the depressed classes, on suitable pay with travelling allowance, to stimulate a demand for education among these classes and to make recommendations to the boards for the maintenance of, or grant-in-aid to, special schools under Rules 8 and 93 of the District Board Educational Rules. The intention was that the Supervisor (*e.g.*, a selected assistant master of a middle school or headmaster of a primary school) should visit communities of the depressed classes and explain to them the advantages of education for their children and how to proceed in order to start a special school under the rules referred to; that he should forward their applications with his recommendations to the Deputy Inspector for submission to the board and also assist them in securing a teacher.

(ii) That the boards should start aided schools for children of the depressed classes wherever a managing body or *panchayet* of a particular caste of the depressed classes could guarantee a suitable building and an attendance of not less than twenty children by the end of the year. It was proposed that the grant-in-aid should amount to the full salary of the teacher, *plus* a sum of Rs. 20 per annum for contingent expenses and a non-recurring grant of Rs. 30 for initial equipment.

(iii) That on the results of the Upper Primary Examination the boards should award scholarships to children of the depressed classes who are willing to proceed to Vernacular Middle School with a view to becoming teachers. The boards were informed that the rates for these scholarships should be Rs. 6 per mensem, that they should be tenable for 33 months (*i.e.*, for 12 months in classes V and VI and nine months in class VII) and that they should be granted under an agreement between the boy's parent or guardian and the board to the effect that the boy on completing the Middle School course would serve as a teacher in a recognized school for the depressed classes for at least three years,

All District Boards, except five, have agreed to take advantage of

the scheme and have submitted proposals. These have been revised on the following principles :—

(i) The pay of the Supervisor (including travelling allowance) has been fixed at a uniform rate of Rs. 600 per annum.

(ii) In order to determine the number of aided schools which the boards could be expected to establish successfully, the number of pupils belonging to the depressed classes was taken as a guide and the districts of the province were divided into three classes on this basis. A maximum number of aided schools was allotted to each district according to its class and the boards have been allowed the number of aided schools for which they have asked up to the maximum determined by this scale. Rupees fourteen per mensem was taken as the average pay of a teacher in a school for the depressed classes.

(iii) Scholarships have been allotted on a consideration of the number of boys belonging to the depressed classes who passed the upper primary examination in 1920.

Details of the grants to be given to the boards to give effect to the scheme will be announced through the Commissioners of divisions. The recurring grants have been calculated under 4 main heads :—

(1) Cost of Supervisor,
(2) Grant-in-aid for teachers' salaries,
(3) Grant-in-aid for contingencies, and
(4) Scholarships.

In addition there is a non-recurring grant for the equipment of new schools. These grants are subject to the following conditions :—

(i) Boards are not permitted to divert them to any other purpose.

(ii) Government reserve the right to reduce the amount of assistance given in 1922-23 and future years by the amounts by which the boards fail to work up to their allotments given in 1921-22. Savings thus effected will be diverted as non-recurring grants to other boards. At the end of the year 1922-23 the recurring grants of boards which failed to work up their programmes may be reduced and the funds thus released diverted to boards which show that they are in a position to go beyond their sanctioned programme.

(iii) If the appointment of the Supervisor appears to Government not to be justified by results the assistance given on his account may be withdrawn, six months' notice of withdrawal being first given to the board.

(iv) Although the cost of the Supervisor has been calculated at a standard rate of Rs. 600 per annum and the pay of teachers in aided schools at an average of Rs. 14 per mensem, boards are permitted to fix the pay of the Supervisor at a rate which will attract a suitable person for the work and may give as grants-in-aid for salaries amounts which will attract suitable teachers. They are not bound to the precise number of schools and scholarships shown in the sanctioned programme and may transfer funds between heads of the recurring grant.

It is proposed to amend the District Board Educational Rules in order to afford the boards every facility to start schools for the depressed classes. Thus boards will be permitted to appoint untrained teachers as headmasters of these schools and, with the approval of the Chief Inspector of Vernacular Education, they may prescribe a special time-table and curriculum for schools for the depressed classes. Boards will be permitted also to give pupils in schools for the depressed classes, school books free of charge, provided the boards meet the cost from their own funds. The grant-in-aid rules will be made more elastic. Draft amendments to the District Board Rules to give effect to these proposals are being published.

The amount provided by the Local Government to give effect to the scheme during the current financial year is Rs. 80,000 recurring and Rs. 8,000 non-recurring. These sums will provide all districts which have agreed to accept the scheme with a Supervisor and will enable them to establish a total of 240 additional schools and 120 scholarships for the depressed classes. If the present scheme is a success the Local Government will be prepared to receive from boards, which are able to go beyond their programmes, applications for additional assistance. The Government will be prepared also to assist boards as far as funds are available, to expand education amongst the depressed classes by means other than those proposed in the present scheme. Thus, if a board is of opinion that a Special Vocational Middle School for the depressed classes would be a success and submits a well-considered scheme for such school, the Government will be prepared to consider the question of giving such a board further financial assistance.

It is not the intention of the present scheme that the boards should confine pupils of the lower castes to special schools. On the contrary every effort should be made by the boards and their officers to keep all schools open freely to all castes. Special schools for the depressed classes should be opened only for children of castes to whose presence in the ordinary schools other castes are irreconcilably opposed.

In conclusion, the Government would impress on the boards that the social and political progress of the province is largely dependent on the degree to which they can secure a rapid expansion of education among the depressed classes. The effort that can be made in this direction with the funds now placed at the disposal of the boards is small compared with what they can attempt when they receive additional financial powers. But funds alone are not sufficient. The chief factor in the success of any programme for the uplift of the depressed classes is the personal sympathy with the movement shown by individual members of the board, district inspecting officers, and teachers.

Female Education in the United Provinces.

Govenment Resolution.

The Local Government have, for some time, had under consideration the question of the expansion of female education. Various lines of advance have been explained and definite steps will be taken in every direction in which progress is possible.

In regard to the primary education of girls, District Boards were invited to adopt a forward policy on the understanding that Government would bear half of the cost, recurring and non-recurring. Thirty-two boards have agreed to accept the scheme on this condition. Expenditure will be incurred under 5 main heads as follows:—

(i) *Pay of teachers.*——The chief cause of the backwardness of female education is the dearth of teachers. An obvious means of attracting to, and retaining in, the profession women who are competent and free to join it is to improve the pay. The present average pay of teachers in Girls' Primary Schools is Rs. 11 per mensem. This is much too low. Conditions vary from district to district, and it would not, therefore, be desirable to prescribe uniform rates of pay for the whole province. The boards themselves are competent to say what are suitable rates. On the one hand these must be sufficient to make the teaching profession attractive; on the other hand, they must not be extravagant and so retard the rate at which it will be possible for the boards to expand education. The Government have accepted the rates proposed by the boards. These were necessarily of a somewhat indefinite character. When the boards come actually to recruit teachers it may be necessary for them to alter the scales of pay proposed. They are free to do so. But Government would impress on them that before opening new schools they should pay their present staff adequately. Discontent amongst the present teachers retards recruitment to the profession. It is desirable also that, before opening new schools, the boards should staff adequately schools already established.

(ii) *Grant-in-aid.*—In the opinion of the majority of the boards the present conditions under which grants can be given to aided schools are too rigid. The rules will accordingly be amended to enable the boards to aid all schools which give genuine instruction, even of a very elementary kind. In the opinion of Government grants-in-aid should be on a more generous scale than at present, and accordingly the assistance now to be given to boards includes provision for increased grants to aided schools

(iii) *Stipends and allowances in training classes.*—The stipends and allowances at present given to students in training and

their guardians are Rs. 6 per mensem and Rs. 4 per mensem, respectively. These are not sufficient to attract students. The Government have, therefore, approved of revised rates, namely, Rs. 10 per mensem for stipends and Rs. 5 per mensem for allowances, and the boards were asked to adopt these rates in submitting their proposals for expansion.

(iv) *Contingencies.*—Some boards have represented that an increase under this head will be necessary. Government agree with them. Progress in the past has been hampered because schools have been badly equipped and inadequately supplied with funds for servants and conveyance. Provision has, therefore, been made in the programme for assistance towards contingent charges.

(v) *Buildings and equipment.*—Boards were asked to submit proposals for non-recurring expenditure also, on the understanding that they would pay half the additional expenditure involved. Their proposals under this head have been sanctioned in full.

The total sum set apart during the current financial year to give effect to the above proposals is Rs. 62,000 recurring and Rs. 1,03,000 non-recurring. These amounts will be distributed amongst the thirty-two boards that have agreed to bear half the total cost of the programme. The precise amounts allotted to boards will be announced through Commissioners of divisions. The grants have been calculated as follows :—

(i) The boards' proposals under the head " Pay of teachers " have been accepted and Government will bear half the additional cost involved. As stated above, boards are free to alter details, if changes are found to be necessary or desirable. Before finally adopting concrete programmes for revision of pay and additional staff, boards should consult the Circle Inspectress.

(ii) Grants-in-aid have been estimated at a uniform rate of Rs. 15 per mensem single-teacher school. Government will contribute half the difference between the total cost estimated at this rate and the boards' present expenditure on grants-in-aid.

(iii) Stipends and allowances have been calculated as explained above. Government will contribute half of the cost of the additional stipends and allowances and of revising the rates for existing stipends and allowances.

(iv) The extra expenditure on contingencies has been calculated at a uniform rate of Rs. 40 per annum per teacher in board schools. Towards this sum Government will contribute Rs. 20 per annum.

The grants under each of the above four heads for the current year have been calculated for nine months only.

(v) As already stated, the boards' proposals for expenditure on

buildings and equipment have been accepted in full and Government will contribute half of the expenditure.

The grants to be allotted to the boards are subject to the following conditions:—

(i) Half of any additional expenditure under the scheme should come from the boards' own funds and half should be debited to the Government grant.

(ii) The boards are free to transfer funds between the 4 heads :— (1) pay of teachers, (2) grant-in-aid, (3) stipends and allowances, and (4) contingencies of the recurring grant.

(iii) The grant given in 1922-23 may be reduced by the unexpended portion of the Government grant for 1921-22 and the funds thus released redistributed as non-recurring grants to boards according to their needs and to the progress made by them in carrying out their programmes.

(iv) At the end of 1922-23 the recurring grants may be reduced in the case of boards that have failed to work up to their programmes and the funds thus released distributed as recurring grants to other boards.

(v) At the end of 1921-22 and 1922-23 boards will be required to submit a progress report showing their non-recurring expenditure during these years on buildings and equipment for girls' schools. At the end of 1922-23 the Government contribution to a board may be reduced by the unexpended portion of the grant for buildings and equipment and the funds thus released redistributed to boards which are in need of additional funds.

Many boards have asked for assistance towards scholarships in girls' schools. The proposals made by the boards are based on varying principles. The Government are, therefore, unable to accept them in their present form, but a scheme will be prepared on principles which will treat all boards alike, and if funds are available, grants will be made to give effect to it.

The boards were informed that all restrictions, under the educational rules, which tend to hamper the spread of female education would be withdrawn, and they were asked to submit amendments to the rules. The Government have approved of the majority of these and they will be duly notified. In the meantime the boards may assume that the following changes will be made :—

(1) Co-education should, subject to age restrictions, not be discouraged where local opinion is in favour of it.

(2) Under Rule 98, the limit of 20 will be reduced to 15.

(3) Where no certificated teacher is available a superannuated male teacher or a Roman who is able to teach reading, writing, and arithmetic may be employed.

(4) No tuition fee should be charged in the girls' schools or in the case of girls reading in boys' schools, and the board may provide girls with free books and stationery, provided it meets the cost from its own funds.

(5) Grants-in-aid may be given to schools even when they do not teach beyond the lower primary stage.

(6) The board may give a grant-in-aid to an aided school towards equipment contingencies and repairs to buildings in addition to a salary grant equivalent to the full salary of the teacher employed.

(7) The pay of teachers in girls' schools maintained or aided by the board should be fixed by the board according to the resources of the board and to local conditions, to the qualifications and experience of the teachers and the work required of them A special allowance should be given to the headmistress of a school to which a training class is attached.

Additional expenditure and liberal rules will avail little, unless there is some local enthusiasm for female education. Wherever there are signs that some local interest in the education of girls has been aroused, the board should endeavour to give it corporate stability by appointing local advisory committees for girls' schools; where possible one or more members of the committee should be women. The Government attach value to the experiment made at Bara Banki, where a District Inspectress was appointed to inspect schools, to make recommendations regarding the opening of new schools and to stimulate a demand in the district for female education. Several boards have proposed to follow the example of the Bara Banki Board. Persons suitable for the work of a District Inspectress are not easy to find. If any board has a suitable lady in view, application for assistance towards her salary and travelling allowance may be made to Government through the Director of Public Instruction.

The proposals outlined in this resolution mark a departure in the policy of Government in regard to the expansion of female education under the boards. In the past the functions of Government were confined mainly to guiding the boards, controlling their expenditure, setting a standard in their model schools, and assisting in the provision of teachers. The grants now being made are, it is hoped, the beginning of a policy of systematic financial assistance from provincial funds. How far it will be possibe to extend this policy depends on funds available and on the boards themselves. If they can demonstrate that the teachers whom they have proposed in their programmes are forthcoming and that in other respects they can give practical effect to their schemes, and are prepared to find from local funds an amount equivalent to the Government grant they will justify a bolder financial policy in regard to female education. The Government are fully conscious of the difficulties of the boards' task. The dearth of teachers is an obstacle not easy to surmount. But personal endeavour by each member and officer of the board to do his utmost to make the scheme a success, will have a marked cumulative effect and will at least demonstrate that local authorities are determined fully to do their part in the spread of female education.

Religious Instruction in Schools.

PRESS COMMUNIQUE.

[Madras.]

The subject of religious instruction in schools has been engaging the attention of Government for some time past. It has sometimes been represented by individuals and associations competent to form an opinion on the subject that the purely secular character of the instruction imparted in institutions under public management has stimulated tendencies unfavourable to discipline and encourages a spirit of irreverence in the pupils. The policy hitherto adopted by Government is that laid down by the Court of Directors in their Despatch No. 49, dated 19th July 1854, *viz.*, abstention from interference with teaching in privately managed schools and abstention from teaching in publicly managed schools (*i. e.*, schools maintained by Government and local bodies). While not receding from this attitude of strict religious neutrality or from the principle that these schools ought not to be used as a means of fostering any one religion at the expense of others, the Government have been willing to afford as far as practicables reasonable facilitie for the arrangement of religious instruction by communities when applications were made by them for this purpose. On the representation of the Muhammadan Educational Association of Southern India the Government in 1905 accorded permisssion to the Association to impart religious instruction in the Government Madarasa-i-Azam subject to certain conditions. Again in 1912, the Government granted permission to the staff of the Muhammadan schools under public management to teach the Koran and give religious instruction in the school premises, subject to the conditions that the instruction was given out of school hours without interfering in any way with the school curriculum and that no pupil was admitted to the religious classes without the written consent of the parent or guardian.

The Government are of opinion that the time has now arrived for the partial removal of the embargo which hitherto has been placed on the introduction of religious instruction in publicly managed schools and also for the complete removal of the minor restrictions which at present hamper or are supposed to hamper such instruction so as at least to remove the impression which is understood to exist that the Government are hostile to the encouragement of this form of instruction. They are accordingly disposed to consider the grant of the following general concessions in respect of publicly managed schools and colleges :—

(*a*) the utilization of school premises for religious teaching or simple prayers ;

(*b*) the utilization of the services of the teachers of the institutions for such instruction where they voluntarily undertake the work ;

(*c*) making religious teaching or observance compulsory for the

boys whose parents or guardians have expressed a wish that this should be done ; and

(*d*) deducting the time spent by any boy on religious teaching or observance from the prescribed curriculum period, preferably at the beginning or the end of the school day.

Presidents of District Boards, Chairmen of Municipal Councils, Presidents of District Educational Councils, the Missionary Educational Council of Southern India, the Most Rev. the Archbishop of Madras, the Secretary, Madras Teachers' Guild, the Secretary, South Indian Teachers' Union, the President, Ramakrishna Mission, Madras, and the Secretary, Headmasters' Association, Madras, are requested to favour Government with their views on the above proposals by the 1st October next.

Government will be pleased to receive suggestions and criticisms from other public bodies or persons who are qualified by their experience in religious or educational work to express an opinion.

FOREST.

Proposals for Reservation of Forests.

NEW PROCEDURE.

[Burma.]

The Lieutenant-Governor has had under consideration the procedure to be followed in submitting proposals for reservation of forests.

2. Except in the circumstances noted below every area proposed for reservation should be examined by the civil as well as the forest authorities. Instructions already exist in respect of inspection and inquiry by the Forest Officers, and except in so far as paragraph 5 below supplements the instructions for Forest Officers, the provisions of the present circular relate primarily to the responsibilities of the civil officers. The inspection of the tract proposed for reservation should be done by the Deputy Commissioner personally in all cases where the size of the population, the number of the villages or the claims to user likely to be affected are of such importance as to make a personal examination by the Deputy Commissioner advisable, otherwise the Deputy Commissioner should depute a responsible civil officer of suitable experience and standing to conduct the inspection. If, however, there is little or no population in the area proposed for reservation and if, for one reason or another, *e. g.*, remoteness, inaccessibility and so on, no rights, or only negligible rights, of user are likely to be claimed over it, the inspection by a civil officer may be dispensed with altogether. This instruction is intended to be reasonably elastic and is to be interpreted with discretion.

3. In every case the proposals for reservation should be accompanied by a joint report by the Deputy Commissioner and the Forest Officer responsible for the proposals. Whenever an inspection is made by the Deputy Commissioner or an officer deputed by him the joint report should describe the inspection and the Deputy Commissioner should collaborate with the Forest Officer in preparing the report on the basis of the results of the inspection. If the Deputy Commissioner, in exercise of his discretion, has dispensed with the inspection, the joint report should specifically show this and should state clearly the reasons for which inspection has been dispensed with.

4. The report after setting out the reasons for the proposed reservation, should deal with the question of the treatment of the

population (*a*) actually residing inside the tract proposed for reservation, and (*b*) not residing in it but drawing its supplies of forest produce from it. As regards the villages classed under (*a*) it should be stated what villages, if any, can suitably be dealt with by conversion into forest villages. As regards villages which cannot be so dealt with it should be stated whether they should be excluded from the reserve as enclaves or bought out. In respect of the villages classed under (*b*) it should be indicated whether existing user should be continued after reservation, or can appropriately be commuted either by attaching to the villages reasonable areas of forest as village waste, each village being if possible, given its own village waste, or by providing for the extraction from the reserve of forest produce at cheap rates, especially for agriculturists, but under control. The details furnished should be sufficient to enable the Local Government to come to a definite conclusion regarding the proposals and, if it decides that they should be proceeded with, to lay down general lines for the Forest Settlement Officer to work on. The report should mention specifically the rights of user likely to be claimed, and due caution and discretion should be exercised in outlining the methods suggested for dealing with them.

5. The Forest Officer responsible for preparing the reservation proposals should during his preliminary inquiry, prepare a complete list of villages affected by the proposals. He should take special care to see that all the villagers concerned understand clearly what is meant by a "forest village," and he should endeavour, wherever it is advisable, to induce them voluntarily to accept the status of "forest villagers". Consideration should also be given to the possibility of amalgamating petty hamlets with the larger villages. In respect of villages willing to become "forest villages" he should work out rough proposals for a felling series for each of the groups into which they can be formed. Elaborate details are unnecessary, and it will be sufficient to make the area calculations and mark the boundaries of each on a sketch map. As regards villages unwilling to become "forest villages" he should, if they are *taungya*-cutting villages, indicate the area annually cut over for *taungyas*. This, multiplied by the number of years of the *taungya* rotation, will show the total area that will be permanently required. In calculating the total area required by each unit, allowance should be made for land unsuitable or *taungya*-cutting. Any areas required or suitable for permanent cultivation should also be counted as reducing factors. If the total area required for these purposes by the villages, whether willing to become "forest villages" or not, comprises the whole of the proposed reserve, a more detailed preliminary inquiry should be made than where the villages are few. In working out the above at the preliminary inquiry it need not necessarily be assumed that all *taungya*-cutting, whether by villagers who are willing to become forest villagers or by those who are not, will be regularized as soon as the reserve is constituted, since regulation and control can only be introduced gradually as opportunity offers. It is open to the Forest Settlement Officer to pass orders

providing for the cutting of *taungyas* subject to regulation by the Forest Department, and this will reserve the requisite authority to the Divisional Forest Officer to control cutting when his plans for regeneration operations are ready.

MISCELLANEOUS.

The Press Act.

REPEAL RECOMMENDED BY THE COMMITTEE.

The report submitted by the Committee appointed in the Home Department Resolution No. 534, Political, dated the 21st March 1921, as subsequently amended, to examine and report on the Press and Registration of Books Act, 1867, the Newspapers (Incitements to offences) Act, 1908, and the Indian Press Act, 1910, is published below for general information.

Our conclusions on the questions referred to us for examination have, we may state, been reached after careful survey of the political situation, an exhaustive examination of witnesses who appeared before us and a scrutiny of voluminous documentary evidence including the valuable and weighty opinions of local Governments placed at our disposal by the Government of India as well as the memoranda submitted to us by various members of the public. Many of these memoranda were sent in response to a general invitation issued by the Government of India to those interested in the subject under dicussion to communicate their views to Government for the information of the Committee. We have examined orally eighteen witnesses, all connected with the Press and we also invited eight other prominent journalists to give evidence; to our great regret, they were however either unable or, in some cases, unwilling to accept our invitation.

Of the Acts referred to us for examination, the Indian Press Act, is by far the most important and it will therefore be convenient if in the first place we record our conclusions in respect of that Act. This is the more desirable because our recommendations in respect of the other two Acts referred to us, must be largely dependent on our findings regarding this measure.

It is unnecessary to discuss in this report, the reasons which induced the Government of India to place the Indian Press Act on the Statute Book. Those who are interested in the subject will find that fact fully explained in the reports of the discussions on the bill in Council. It is apparent however that the main object of the Act was to prevent the dissemination of incitements to violence and of sedition, although the scope of section 4 of the Act is much wider. Since 1910, however, circumstances have changed very materially and we have to consider the necessity for the continuance of this law in the light of a political situation entirely different from that in which it was enacted.

The chief questions that have to be examined in our opinion are,

firstly, whether the Act has been effective in preventing the evil against which it was directed; secondly, whether legislation of this character is now necessary for the maintenance of law and order; and thirdly, whether on a comparison of the advantages and disadvantages which the retention of the Act would involve, its continuance is desirable in the public interest. We may say at the outset that on a careful consideration of these points, we are of opinion that the Act should be repealed.

As to the effectiveness of the Act, it is generally admitted that direct incitements to murder and violent crime which are specifically referred to in section 4 (*a*) of the Act are rarely found in the Press to-day. This was not the case in 1910 so far as a certain section of the Press was concerned and it is the view of at least one local Government that the Press Act has contributed to the elimination of such public incitements. We are not, however, satisfied that the cessation of such incitements is due solely or even mainly to the Act or that in present conditions the ordinary law is not adequate to deal with such offences. Further, it must be admitted that in so far as the law was directed to prevent the more insidious dissemination of sedition, of general misrepresentations of the action of Government, of exaggerations of comparatively minor incidents, of insinuations of injustice and of articles intended to exacerbate racial feeling, the Act has been of little practical value, for we find that a section of the Press is at present just as hostile to Government as ever it was and that it preaches doctrines calculated to bring the Government and also occasionally particular classes or sections of the community into hatred and contempt as freely now as before the Act was passed. Moreover, we belive that the more direct and violent forms of sedition are now disseminated more from the platform and through the agency of itinerary propagandists than by the Press, and no Press law can be effective for the repression of such activities. In our opinion, therefore, it must be admitted that the Act has not been wholly effective in securing the object which it was enacted to achieve. We observe that one witness before us went so far as to say that it had both been futile and irritating.

Turning to the question of the necessity for such legislation, we find that it was an emergency measure enacted at a time when revolutionary conspiracies, the object of which was directly promoted by certain organs of the Press, were so active as to endanger the administration. We believe that this revolutionary party is now quiescent, that the associations supporting it have been broken up and that many members of the revolutionary party have realized that the object which they had in view can, under present conditions, be achieved by constitutional means. Further, the political situation has undergone great changes since 1910 and the necessity for the retention of the Act must be examined in the light of the new constitutional position created by the inauguration of reforms. Many of us feel that the retention of this law is, in these circumstances, not only unnecessary but incompatible with the increasing association of

representatives of the people in the administration of the country. We believe also that the malignant influence of seditious organs of the Press will in future be, and in fact is already beginning to be, counteracted by the growth of distinct parties, in politics, each supported by its own Press, supplemented by the activities of a properly organized Bureau of Information, the value of which was admitted by many witnesses. It is true the scope of the Act is not limited to the prevention of sedition but it is not necessary for us to discuss in detail the subsidiary provisions included in section 4 of the Act as we believe that these provisions have seldom been used and that the evils against which they are directed can be checked by the ordinary law. We think, therefore, that under present condition, the retention of the Act for the purposes for which it was enacted is unnecessary.

On an examination of the third aspect of the case, viz., the comparative advantages and disadvantages of retaining the Act, we find that, while many Local Governments advocate its retention in the interests of the administration, on the other hand, the Act is regarded with bitter hostility by nearly all shades of Indian opinion. Most of the witnesses examined before us believe it to be indefensible in principle and unjust in its application. It has been said that the terms of section 4 of the Act are so comprehensive that legitimate criticism of Government might well be brought within its scope; that the Act is very uncertain in its operation; that it has been applied with varying degrees of rigour at different times and by different Local Governments, and in particular, that it has not been applied with equal severity to English-owned and Indian-owned papers. A general feeling was also apparent among the witnesses that the Act is irritating and humiliating to Indian journalism and that the resentment caused by the measure is the more bitter because of the great services rendered to Government by the Press in the war. Many witnesses indeed are of opinion that the Act is fatal to the growth of a healthy spirit of responsibity in the Press and that it deters persons of ability and independent character from joining the profession of journalism. Finally, it is maintained that the Act places in the hands of the executive government arbitrary powers, not subject to adequate control by any independent tribunal, which may be used to suppress legitimate criticism of Government and that such a law is entirely inconsistent with the spirit of the refroms scheme and the gradual evolution of responsible Government.

There is in our judgment great force in many of these criticisms. We find, as already noted, that the Act has not proved effective in preventing the dissemination of sedition and that it is doubtful whether it is necessary to retain it for the purpose of preventing incitements to murder and similar violent crime; further, in view of the cogent criticisms made as to the principles and operation of the Act, we have come to the conclusion that it would be in the interests of the administration that it should be repealed. In making this recommendation, we have not overlooked the opinion expressed by

various Local Governments that the retention of the Act is desirable in the interest of law and order. We observe, however, that there is a considerable divergence of opinion among those Governments on this point, and while we realize that the views of those who are opposed to the repeal of the Act are entitled to great weight, and indeed that these views have been accepted by the Government of India frequently in times past, we are satisfied that there is a genuine popular demand for its repeal and we consider that in the altered circumstances created by the reforms, the advantages likely to be secured by repeal of this measure outweigh the benefits which could be obtained by its retention on the Statute Book.

In our examination of the question of the repeal of the Press Act, we also considered the further question as to which, if any, of its provisions should be retained by incorporation in other laws. Various suggestions have been placed before us in this connection, some of greater and some of minor importance. Perhaps the most important of these is the question whether the dissemination of disaffection against Indian Princes through the Press of British India should be penalized in any way. We have been handicapped in our examination of this question by the very inadequate representation of the views of the Princes, many of whom were unwilling to allow their opinions to be placed before the committee. We have however had the advantage of seeing some minutes submitted by them and of examining Sir John Wood, the Secretary of the Political Department. It has been argued that the Government of India is under an obligation to protect Indian Princes from such attacks, that the Press Act alone affords them such protection and that if it is repealed it is unfair, having regard to the constitutional position of the Government of India, *vis-a-vis* the Indian States, that the Press in British India should be allowed to foment disaffection against the ruler of an Indian State. On the other hand, various witnesses have protested in the strongest terms against any such protection being afforded to the Princes. It is alleged that the effect of any such provision in the law would be to stifle all legitimate criticism, and deprive the subjects of such States of any opportunity of ventilating their grievances and protesting against maladministration or oppression. We understand that before the Press Act became law, it is not found necessary to protect Indian Princes from such attacks, and we note that the Act, so far as the evidence before us shows, has only been used on three occasions for this purpose; we do not, in the circumstances, think that we should be justified in recommending on general grounds any enactment in the Penal Code or elsewhere for the purpose of affording such protection in the absence of evidence to prove the practical necessity for such provision of the law. Our colleague Mr. Asad Ali desires to express no opinion on this question.

We have also considered the question of vesting Courts of Justice with power to confiscate a Press, if the keeper is convicted for the second time of disseminating sedition. Although section 517 of the Criminal Procedure Code affords some faint authority for the enactment of such a provision in the law, we feel that it would operate

inequitably, particularly in the case of large and valuable Presses used not only for the printing of a particular paper but also for other miscellaneous work. In the case of smaller Presses the forfeiture of the Press would probably not be an effective remedy and on a careful consideration of the facts we doubt the necessity for inserting any such provision in the law.

There is indeed only one provision of the Act which we think should be retained; namely, the power to seize and confiscate newspapers, books or other documents, which offend against the provisions of section 124-A of the Penal Code. If this power is retained the ancillary power of preventing the importation into British India or transmission through the post of such documents, on the lines now provided for in sections 13, 14 and 15 of the Indian Press Act is a necessary corollary if the law is to be effective. The confiscation of openly seditious documents in no way, we believe, constitutes an interference with the reasonable liberty of the Press and the openly seditious character of some of the documents which are now circulated in India has convinced us of the necessity of retaining this power as a regular provision of the substantive law. The exact method by which this should be effected is we think a matter for the expert advisers of the Government of India to decide. We would, however also provide for redress, in cases in which the owner of a Press or any person interested in the production of any such document or in the possession of any particular copy of the document considers himself aggrieved by allowing such persons to apply to the High Court and challenge the seizure and confiscation of the document. We would also provide that when such an application is made the onus of proving the seditious character of the document should be on the Government. We think that the powers conferred by sections 13 to 15 of the Press Act might be conveniently incorporated in the Sea Customs Act and the Post Office Act so that the Customs and Postal Officers should be empowered to seize seditious literature within the meaning of section 124-A of the Indian Penal Code subject to review on the part of the Government, and to challenge by any person interested, in the courts. We recommend that in this case and in the case of seditious leaflets seized under the conditions referred to in the earlier portions of this paragraph, the orders of the Government should be liable to be contested in the High Court.

It follows almost of necessity from what we have said above that we recommend the total repeal of the Newspapers (Incitements to Offences) Act, 1908. We may observe that this Act has not been used for the last ten years.

As to the Press and Registration of Books Act, we recommend that this Act should be retained with the following modifications:—

(1) That no person should be registered as a publisher or printer unless he is major as defined by the Indian Majority Act;

(2) That in the case of all newspapers, the name of the responsible editor should be clearly printed on the front sheet of the paper and that an editor should be subject to the same criminal and

civil liability in respect of anything contained in the paper as the publisher and printer;

(3) That the term of imprisonment prescribed in sections 12, 13, 14 and 15 should be reduced to six months;

(4) That the provisions of section 16 of the Press Act should be reproduced in this Act.

We have also considered certain other matters of detail which are of a technical nature. We think they should be left to the expert department to deal with.

We append a summary of our conclusions—

(1) The Press Act should be repealed.

(2) The Newspapers (Incitements to Offences) Act should be repealed.

(3) The Press and Registration of Books Act, the Sea Customs Act and the Post Office Act should be amended where necessary to meet the conclusions noted below:—

(*a*) The name of the editor should be inscribed on every issue of a newspaper, and the editor should be subject to the same liabilities as the printer and the publisher as regards criminal and civil responsibility.

(*b*) Any person registering under the Press and Registration of Books Act should be a major as defined by the Indian Majority Act.

(*c*) Local Governments should retain the power of confiscating openly seditious leaflets, subject to the owner of the Press or any other person aggrieved being able to protest before a court and challenge the seizure of any such document in which case the Local Government ordering confiscation should be called upon to prove the seditious character of the document.

(*d*) The powers conferred by sections 13 to 15 of the Press Act should be retained, Customs and Postal Officers being empowered to seize seditious literature within the meaning of section 124-A, Indian Penal Code, subject to review on the part of the Local Government and challenge by any persons interested in the proper courts.

(*e*) Any person challenging the orders of the Government should do so in the local High Court.

(*f*) The term of imprisonment prescribed in sections 12, 13, 14 and 15 of the Press and Registration of Books Act should be reduced to six months.

(*g*) The provisions of section 16 of the Press Act should be reproduced in the Press and Registration of Books Act.

Chairman.

Tej Bahadur Sapru.

Members.

W. H. Vincent
Jamnadas Dwarkadas
Sohan Lal
T. V. Seshagiri Ayyar
Shahab-ud-din
Jogendranath Mukherjee
Mir Asad Ali
Iswar Saban

The Indian Income Tax Act.

The following report of the Committee, which assembled at Simla to make recommendations for the Amendment of the Income Tax Act, more particularly regarding the Assessment of Mercantile Profits is published for general information.

1. We are of opinion that in view of the difficulties arising from a recent interpretation by a High Court of the word "Income" in section 3 of the Act, that section should be altered on the lines of the English Income Tax Act in order to provide that income tax shall be charged not on "Income" but "in respect of property, profits or gains" as described in Schedules or specific sections of the Act.

2. In view of the variety of systems of keeping accounts in this country we are of opinion that it is impossible to prescribe in the Act any uniform system of account-keeping on which profits shall be worked out.

3. We recommend that the Indian Income Tax Act should be extended in full to British Baluchistan and not confined, as at present, to the incomes of Government servants.

4. We agree that the Indian Income Tax Act should be amended in order to provide that no account shall be taken of any income derived from a Hindu undivided family by any individual member of the family in determining the rate at which that individual member shall pay income tax on his separate income.

5 We agree that the Act should be amended in order to make the total income determine the liability to the tax as well as the rate at which the tax should be assessed on every portion of that income, and also in order to make the deduction on account of insurance premia permissible in the case of all incomes from whatever source derived.

We are not in favour of the recommendation made by the Mohammedan members of the Madras Committee that an allowance equal to or in lieu of insurance premia should be made in the case of those communities which have religious objections against life insurance.

6. The majority of the members of the Committee are of opinion that the adjustment system should be abolished provided that the assessments made in the current year be adjusted.

As regards new businesses we are of opinion that no assessment should be made until the second year. Provision should, however, be made in the Act for businesses that close down during the course of a financial year that the Collector may assess for that year on the profits received for the portion of the year during which the business is carried on.

We consider that there should be statutory provision that the owners of a business about to be closed down should give notice to the Revenue authorities of their intention to close down the business 15 days before the business is closed down. An addition should be made to section 24 for this purpose. Rai Bahadur Ganga Ram and

Dewan Tek Chand would prefer that this provision should not apply to persons who have not been previously assessed.

7. We are of opinion that all rules under the Income Tax Act should be made by the Government of India and that no rules should be made by the Local Governments.

We endorse the opinion of the English Royal Commission on Income Tax in paragraph 408 (*b*) of their report that, where it can be done without detriment to the Public interest, the general purport of the instructions issued to the income tax staff, so far as they affect tax payers, should be made available to the public.

8. As regards the question of the graduation of the tax we are of opinion that the grievance caused by the "jumps" is not sufficient to justify any change in the present system. Some members consider that the Schedule should be altered by the addition of two new rates of $7\frac{1}{2}$ pies for incomes between Rs. 10,000 and Rs. 12,500 and $10\frac{1}{2}$ pies for incomes between Rs. 17,500 and Rs. 20,000. The majority, however, do not consider that even this change is required.

9. We are of opinion that the distinction between registered and unregistered firms should be abolished and that the Act should make provision somewhat on the lines of the English Act for assessing the profits of partnerships as such at the highest rate. If the individual partners file their statements of personal income at the same time, the assessor will merely have to ascertain whether the whole of the partnership profits are accounted for in these personal statements, in which event he would charge the partners direct at the appropriate rate. It would be left for the decision of the assessor in each case to decide whether a partnership existed or not. The super-tax on unregistered firms should be abolished. Super-tax would then be levied on each individual partner on his total income. The only difficulty anticipated is as regards the non-resident partner. We consider that provision should be made in the Act empowering the Income-tax assessor to call upon any resident partners or representatives of a firm to pay the super-tax due on the share of the profits belonging to any non-resident partner. We do not consider it feasible to insert any provision requiring any such resident partner or representative of the firm to get from the non-resident partner a statement of any other income that may accrue to him in India.

10. We are of opinion that the present rules made by most Local Governments providing that the tax shall only be refunded in the district in which it was levied should be abolished and that any rules made should provide that a refund should be granted to an assessee in the district in which he is assessed to income tax, or, if he is not assessed, the district of his residence. We also recommend that it should be made obligatory on all persons who deduct income-tax from interest on Government securities or the securities of companies to issue to all security holders a certificate that income-tax has been deducted at the maximum rate, and that companies distributing dividends should be required by law to give a certificate that income-tax has been or will be paid at the maximum rate. In both cases the

amount of rate should be specified in the certificate. These certificates should be accepted as a final authority for a refund in the district in which the assessee is assessed, or, if he is not assessed in which the assessee resides.

We recommend that applications for refunds should be received by post and that the refunds for those assessees who do not present themselves before the Collector should be remitted by money-order. In such cases the cost of the money order should be borne by Government and should not be deducted from the amount refunded.

We are unable to support the recommendation of the Bombay Committee that in the case of Government securities the tax should be recovered at the lowest rate, the balance due being recovered direct from the assessee by the Collector.

RECOMMENDATIONS REGARDING SPECIFIC SECTIONS.

Section 2 (2).

11. Mr. Roy, put forward the proposal that the members of a Hindu undivided family should be permitted to register their shares with the Collector and that where there is registration of the whole 16 annas share assessment should be made individually on each member of the family only in respect of his share. He wishes this proposal to have effect although the income is not, as a matter of fact, actually distributed according to the registered shares. Mr. Manmohandas Ramji, supports this proposal. Rai Bahadur Ganga Ram, Dewan Tek Chand and Mr. Jatar, considered that the change proposed is neither possible nor desirable. The other members of the Committee do not wish to express any view upon this point, except to point out that if this proposal is carried out, the proposal previously made (paragraph 4 above) that the income derived by any individual members of an undivided Hindu family should not be taken into account in determining the rate of tax to which he is liable should have to be dropped.

Section 2 (4).

12. We agree to the proposal that the definition of Chief Revenue authority should be amended so as to permit a person other than the Financial Commissioner or the Board of Revenue being appointed as head of the Income Tax Department in provinces where these authorities exist. We also agree to the proposal of the Madras Committee that the designations of the Chief Revenue Authority, Collector and Commissioner should be abolished as they are likely to cause confusion and that the Income Tax authorities should be given a distinct nomenclature distinguishing between the assessor, the appellate authority and the head of the department. We also agree with the view of the Madras Committee that the Income Tax Commissioner should not be appointed as a matter of routine but should be an officer experienced in income tax work in India who is himself

prepared to keep the post for a sufficient time to preserve consistency and continuity.

The Bengal members are only prepared to agree to the proposal regarding the amendment of the definition of "Chief Revenue Authority" on condition that their proposal regarding the association of non-official agency with the Commissioner of Income Tax in the disposal of revision cases and cases referred to High Court is accepted (*see* paragraphs 39 and 54 below).

Section 2 (5).

13. We agree with the proposal that the definition of "assessor" should make it clear that in cases where a business has various branches whether situated within the same province or more provinces than one, the assessor of the district in which the branch is situated should be given the powers conferred by this definition on the Collector of the headquarters district.

Section 2 (11).

14. We agree that power should be taken to fix by rule the "previous year" for any commercial community when the year adopted by the community does not conform with the present definition in the Act. There are two cases to be provided for. (1) the case where a commercial year may be slightly over or slightly under twelve months, and (2) the case where a commercial year ends shortly after the 31st March. In the latter case it is suggested that "previous year" should include a year terminating within one month after the end of the financial year.

Section 3 (1).

15. We are not in favour of the proposal of the Bombay Committee that the Act should be extended so as to make liable to Indian income tax incomes earned outside British India when not received in British India.

When an assessee domiciled in British India has an income accruing outside British India and brings that income into British India at intervals, the Act should provide that these accumulated profits shall be liable to assessment whenever brought into British India, irrespective of whether they are brought within the year in which they are earned or not.

Section 3 (2) (iv), (v).

16. We agree with the proposal that the concessions given to the particular provident funds mentioned in these clauses should be extended to the provident or superannuation funds of private firms and companies. It would, however, be necessary to lay down some general principles (in particular providing that no such privilege should be conferred upon any funds which have not irrevocably left

the control of the proprietors of the business), and these principles might suitably be inserted in the rules to be framed under the Act, pending legislation for such funds, which we understand is at present under consideration.

Section 3 (2) (viii).

17. We consider that the Legislative authorities should be asked whether this clause read with the definition of the word "business" in section 2 (3) will cover the case of a person purchasing one house with the intention of selling it for profit, and if the case is not covered, we suggest that the Act should be amended in order to provide for such a case.

Section 5.

18. We agree that efforts should be made to simplify the forms of returns for income tax purposes so as to make them as intelligible as possible to the assessees, and that the forms should be prescribed by rules made by the Government of India.

Section 6.

19. We agree that this section should be amended in order to require all employers to deduct income tax from all payments to their employees under "Salaries."

Section 8.

20. We agree that this section should be amended so as to provide for the case of premises let for business purposes and also for the assessment under this section of such premises as wharves, millyards, etc.

In view of the heavy loss that would be involved, we are not prepared to recommend that municipal taxation should be allowed as a deduction under this section. Mr. Roy and Mr. M. M. Ramji, would allow deductions in respect of municipal taxation on house property and would make up the loss by increasing the rates of income tax generally.

We do not consider that any allowance should be made for brokerage for arranging loans on mortgages and legal charges relating thereto as they are in the nature of capital charges.

We are unable to accept the recommendation of the Bombay Committee that, when the annual value exceeds the actual receipts from rent, tax should be levied from the tenant on the difference, or that the landlord should be empowered to recover tax from the tenant, as this seems to us to be a matter for mutual arrangement between the landlord and the tenant.

Section 8 (i), (ii).

21. We consider that the allowance of one-sixth for repairs is a generous one and that there is no case for increasing it. Mr. Roy,

dissents and would abolish the one-sixth allowance and allow actual expenditure in every case.

Section 8 (vi).

22. We do not consider that any alteration is required in sub-clause (*vi*) regarding collection charges.

Section 8 (vii).

23. We do not consider that any alteration is required in sub-clause (*vii*) regarding the allowance for vacancies. If there is any want of uniformity or regularity in connection with any such allowance the matter could be cured by executive instructions.

Section 9.

24. We do not consider it necessary or possible to specify in this section all allowances which are admissible or inadmissible. Suggestions have been received from Madras for the insertion in this section of a large number of allowances most of which are generally allowed under sub-section (*2*) (*ix*); lack of uniformity in granting deductions permissible under that sub-section can be provided for by the issue of executive instructions; in particular we consider that such instructions should be issued providing for allowances for bad debts, when consistent with the system of accounts adopted by the assessee.

Section 9 (2) (iii).

25. We agree that instructions should be issued that under section 9 (2) (*iii*) interest paid to a partner on a legal loan lent by him to the firm should be allowed as a business expense to the firm. We cannot accept the proposal made by the majority of the Madras Committee that the share of profits given to Mahomedan depositors in lieu of interest on borrowed capital should be allowed as a business expense.

26. We cannot accept the proposal made by the Bombay Committee that salaries paid to a partner should be allowed as a business expense.

Section 9 (2) (iv).

27. We agree that the allowances provided for in clause 9 (*2*) (*iv*) should be extended so as to cover insurance of stocks, stores and office furniture.

We are unable to support the recommendation of the Bengal Committee that allowance should be made for internal insurance by a firm itself. The non-official members from Bengal and the United Provinces dissent.

We do not consider it advisable to insert any provision in the Act for allowing as a business deduction insurance against a loss of profit. We think there should be a standing instruction that where

the owner of a business asks for any such allowance it should be given on the assessee agreeing to pay income-tax on any amount recovered from the insurance company. The same principle should apply to insurance against loss of rent under section 8.

Section 9 (2) (vi).

28. We recommend that the section should be amended so as to provide that depreciation at the rates sanctioned by the Government of India should be allowed every year when there are sufficient profits and only the excess of the depreciation allowance over profits should be carried forward from year to year until absorbed, that this practice should be followed whether the depreciation allowance is adjusted in the accounts or not and irrespective of the amount shown in the accounts. We agree that the sub-section 9 (*2*) (*vi*) should be further amended in order that the rates of depreciation approved by the Government of India should be fixed rates and not maxima, and should apply to the whole of India.

Section 9 (2) (viii).

29. We are unable to accept the recommendation made by the majority of the Madras Committee that the provisions of this section should be extended so as to provide that all municipal taxes on a business whether in respect of premises or otherwise should be allowed as a business expense even if such a tax varies with the income of the business and is in the nature of a local income tax.

Section 9 (2) (ix).

30. We are of opinion that *bona fide* expenditure for the welfare of the employees of a business should be allowed as a business expense under this sub-section on conditions to be prescribed by the Government of India or to be agreed upon between the Government of India and the assessee. We recognise that it is impossible to make any specific provision in the Act for this purpose.

Section 14 (2).

31. We consider that the words "by collection in that year" should be omitted, as they are inconsistent with section 36 (*5*).

We agree that it is necessary to omit from this section the words "and the taxable income of such company or firm is Rs. 2,000 or upwards" and to provide for the maximum rate being levied on the whole of the taxable income of the company or firm.

Section 17.

32. We consider that when a particular period is prescribed in the notice within which a return must be made, that period should date from the date of service of the notice on the assessee and not

from the date on which the notice was issued. We consider it unnecessary to extend the period within which a return must be furnished to 60 days, as the Collector has complete discretion to extend the period.

Section 17 (2).

33. We are unable to accept the recommendation made by the Bombay Committee that the old summary procedure should be reintroduced for incomes between Rs. 2,000 and Rs. 5,000. Mr. Manmohandas Ramji, dissents from this conclusion.

Section 18.

34. We do not consider that any change should be made in this section on the lines suggested by the Madras Committee, *viz.*, that the Collector must specify the particular accounts and documents to be produced and not to call for all documents and accounts as we consider that the present provisions of this section are sufficiently clear.

We agree with the Madras Committee that the section should be amended in order that it should not be obligatory on the Collector in every case to call for accounts where he considers the return in any way to be incorrect. We consider that this could be attained by substituting the words "or produce" for the words "and produce" in sub-section (2). The object of the amendment is to provide that the Collector may dispose of a case by a personal interview with the assessee without being required by the Act to call for documents if he does not think this necessary.

We agree that the sections of the Act which provide that an assessee must attend either in person or by a pleader should be amended so as to allow the assessee to be represented by any person authorized by him.

We agree with the Bengal recommendation that a Collector should have power to call for the production of accounts whether a return has or has not been filed. We recommend that executive instructions should be issued to prevent undue detention of accounts called for by an assessor.

We do not agree with the Bombay proposal that income tax Collectors should be debarred from taking notes from accounts of the names of persons who borrowed money from or lent money to the firm that is being assessed. We agree that any such notes must be kept strictly confidential. Mr. Manmohandas Ramji and Mr. Roy, dissent from this.

Section 18 (5).

35. We recommend that the Act should be amended in order to provide for cases where the income from salary is by itself below Rs. 2,000 and is not liable to taxation at the source, and where an assessee's total income by the addition of other income to his salary is over Rs. 2,000. This suggestion is made as section 18 (5) refers only to sections 8-11.

Section 20.

36. We are unable to recommend the suggestion of the Madras Committee that an assessee should in all cases be supplied free with a copy of the Collector's order of assessment along with the notice of demand. We agree, however, that an assessee should be supplied by the Collector with a copy of the order of assessment free of charge if he applies for it.

The majority of the members agree to the recommendation of the Madras Committee that where there is a change in the proprietorship of a business or profession, it should be made clear in the Act that the liability for the tax based on the income of the preceding year attaches to the business or profession itself and that the new owners are liable for the tax although they were not owners for the whole of the time during which the profits on which the assessment is made were earned. This will also apply to cases where a company has been bought up by another company.

Section 21.

37. We are not in favour of the Madras Committee's proposal that an appeal should be allowed in cases where an assessee has failed to make a return or to comply with a notice requiring him to produce his accounts unless the appellate authority finds that the failure is knowing or wilful. We are, however, in favour of the proposal of the Bengal Committee that as it is very difficult to determine that a person has "knowingly and wilfully" failed to make a return under section 17 or to comply with the terms of a notice under section 18, section 21 should be amended so that any person who has after due notice and reasonable opportunity failed to make a return or to comply with the terms of a notice under section 18 should not be able to petition or appeal against an order of assessment or adjustment. Where, however, an assessment has in such a case been made under section 18 (*4*) and an assessee shows within one month from the date of service on him of a notice of demand to the satisfaction of the Collector that his omission to make a return or to comply with the terms of a notice under section 18 is due to want of due notice or lack of reasonable opportunity it should be open to the Collector to make a fresh assessment without the assessee having to file an appeal to the appellate authority against the original assessment. Dewan Tek Chand and Rai Bahadur Ganga Ram, would prefer the Madras Committee's proposal.

Section 22.

38. As regards the view of the Madras Committee that the words "and fixing such time for payment as he thinks fit" in this section are inconsistent with the provisions of section 35, we are of opinion that section 22 only gives the Commissioner power, when he passes his final order on the appeal, to fix a date for payment and it gives the Commissioner no power to pass an order prior to the final

order on the petition, requiring that the collection of the tax assessed shall be postponed, the Collector retaining his power under Section 35 at his discretion to postpone collection pending disposal of an appeal.

We are not in favour of the suggestion mentioned by the Madras Committee that appeals should be heard by non-official persons appointed by the local Government.

Section 23.

39. We are not in favour of the proposal put forward by the Bengal Committee that, if a petitioner so desires it, his petition should be heard and disposed of by the Chief Revenue Authority sitting with two non-official assessors whose functions would be advisory only. We do not think it would be possible to get a panel of non-official assessors willing to undertake this duty in most of the districts, and we do not consider it advisable that the Chief Revenue Authority should always deal with revision cases at the headquarters of the province. The non-official members from Bengal dissent.

Section 24.

40. We recommend that this section should be amended in order to make it clear that the penalty imposed under it is a penalty and is not "income-tax."

Section 25.

41. We agree that this section should be amended by altering the words "at any time in the year next following" to "at any time up to the end of the year next following."

Seven of the members of the Committee are in favour of extending the period under this section to three years, provided that in making assessments or re-assessments care is taken not to call for the production of account books unnecessarily and to detain them unduly. Six members of the Committee would retain the period of one year.

We agree that the last words of the section "and all the provisions of this Act shall apply accordingly" should be amended in order to make it clear that all that is necessary is that the Collector should commence the proceedings for the assessment or re-assessment within the period prescribed by this section.

Section 26.

42. We agree with the proposal put forward by several provincial committees that this section should be amended so as to allow the Collector to rectify mistakes of his own motion.

We agree that it should be made clear, either by re-wording the section itself or by executive instructions, that the word to "mistake" in this section refers only a mistake which is patent from the facts or

documents which were before the assessing officer when he passed the original assessment order and that it is not intended either to confer a general power of review or to authorise any assessee to introduce new facts. The period under this section should be the same as in Section 25.

We recommend that the word "may" in the first line of the section should be replaced by the word "shall".

Section 28.

43. We agree with the proposal of the Bengal Committee that provision should be made in this section to enable a Collector to require information to be given regarding specific payments when there is reason to believe that such payments could become liable to income-tax in the hands of the recipients. Mr. Manmohandas Ramji dissents on the ground that the Bombay Committee are opposed to any attempts to obtain information regarding the income of any assessee from any other party.

Section 33.

44. We are unable to propose, as recommended by the Bombay Committee, any suitable definition of the words "business connection" and "agent." We are, however, of opinion that special efforts should be made to make the working of this section uniform and to define the policy to be followed throughout the whole of India, either by rules or by executive instructions.

Section 35.

45. We do not see any reason to accept the Madras proposal for ommission of the words "or if a time is not so mentioned, then on or before the first day of the second month following the date of the notice or order."

Section 36.

46. We agree with the proposal of the United Provinces Committee that sub-section (*1*) of this section should be divided into two sub-sections, one providing separately for levy of the penalty and one for realisation of the demand.

We do not think it is necessary to alter this section as proposed by the Madras Committee in order to make it possible to arrest a defaulter in the Madras City.

Section 37.

47. We consider that it should be made clear in the Act that where income-tax is deducted at the source it is the gross amount of the income before the income-tax is deducted that is to be taken into consideration in determining the rate at which an assessee shall be liable to income-tax on the rest of his income and also in determining his liability to super-tax.

Clause (*b*) of this section should be amended in order to make it clear that it is the amount of the profits to which a partner is entiled and not the profits which he has actually received which determines his personal liability to income-tax and his claim to a refund.

Section 38.

48. We consider that the period within which claims for refund under Section 37 should be allowed should be extended to three years from the last day of the year to which the claim related, if a similar extension is made with regard to the period prescribed in Sections 25 and 26.

Section 41.

49. We agree with the Bengal Committee that the question should be considered of whether a reference to Section 28 is required in this section as it is clear whether such reference is necessary in order to bring Section 177 of the Indian Penal Code into operation against a person who makes a false statement under Section 21.

Section 41.

50. As regards a suggestion from the Madras Committee for an alteration regarding the officer empowered to sanction prosecutions we think that the power to sanction prosecutions should be conferred upon the appellate authority under the Act and not upon the Income-tax Collector.

Section 42.

51. We agree that this section should be amended in order to make penal the disclosure of any information contained in any income-tax assessment record or any evidence or answer given by any person examined by revenue authorities.

We also think that it should be made clear in the Act that these documents or records cannot be called for by civil courts and suggest that the wording of the English Act should be followed, preventing public servants from disclosing information obtained in connection with the assessment of incomes except to such persons only as act in the execution of the Act, and where it shall be necessary to disclose the same to them for the purposes of the Act, or in order to, or in the course of, a prosecution for perjury committed in connection with proceedings under the Act.

We are, further, strongly of opinion that the practice in certain provinces of furnishing information to local authorities, who impose a tax on "circumstances and property' or a local income-tax of the details of assessments made by the income-tax authorities must be stopped.

We do not accept the proposal of the Madras Committee that for the words "Local Government" the words "District Officer or Magistrate or an officer of his status" should be substituted in the

proviso, as Section 50 empowers the Local Government to delegate its powers to the head of the Income-tax Department.

Section 46.

52. The Legislative Department might consider the objection raised by the Madras Committee to the words "by the delivery or tender to him" in this section. That Committee recommends that the section should be amended in order to make it clear that a notice may be served in the manner prescribed in the Code of Civil Procedure for the service of summons.

Section 47.

53. We agree to the proposal of the United Provinces Committee that this section should be so worded as to make it clear that the reference to the Government of India under this section is optional and not compulsory : that is, where the provinces concerned agree as to what is to be considered the principal place of business, no reference need be made to the Government of India.

Section 51.

54. We are of opinion that a reference to the High Court should be made only on a question of law and not on a question of fact. Mr. Manmohandas Ramji dissents. We agree to the proposal that this section should be amended so that the Chief Revenue Authority should no longer have to withhold a reference to the High Court on the ground that an application is frivolous, or that a reference is unnecessary, but should be required to state a case to the High Court on the application of an assessee. Also that in order to provide against frivolous and unnecessary applications the section should contain a provision that every such application should be accompanied by a fee of Rs. 100. In order to safeguard the revenue the section must provide that the fact that a case has been stated to the High Court shall not in any way stop the collection of the income-tax due from the assessee. The assessee must pay the tax, but if owing to the judgment of the High Court the amount of assessment is reduced the amount overpaid shall be refunded with such interest if any as the High Court may allow. Two members of the Committee would levy a fee of Rs. 20 and one member would charge no fee at all. The Bengal representatives and Mr. Birch are of opinion that there should not be an unrestricted right of appeal but that if the Chief Revenue Authority does not state a case on an application it should be open to the petitioner to require him to reconsider his decision sitting with two non-official assessors, the opinion of the majority to prevail.

We unanimously agree to the proposal of the Madras Committee that the section should be further amended in order to make it clear that the application for reference need not be made before the final order is passed by the Chief Revenue Authority but should be made

within one month after the passing of the order. In order to secure the revenue such a reference should only be made after the assessment order has been passed.

We unanimously agree that no authority other than the Chief Revenue Authority should be required or allowed to state a case.

General.

54. (*a*) We do not consider that any alteration is required in the definition of "Magistrate" in Section 2 (*9*) of the Act as suggested by the members of the Madras Committee.

55. We agree to the proposal made by several Provincial Committees that losses under one head of income should be charged against profits under another. Under the wording of Section 14 it is the aggregate amount chargeable under each head that determines taxable income, so that where a person has carried on a trade or profession and also has an income from house property if he has incurred an actual loss in the trade, the figure adopted under that head in arriving at the aggregate amount of income chargeable to income-tax is *nil* and not a minus sum. The majority of the Committee 8 against 6 are opposed to the proposal made by the Bengal Committee that business losses should be carried forward for 3 years.

56. The majority of the Committee are opposed to the Bengal Committee's proposal that provision should be made in the Act for making persons who are liable to income-tax liable to submit a return to the Collector of Income-tax whether called upon to do so or not.

57. We do not accept the recommendation of the Bombay Committee that accountants who claim to have examined accounts of a taxpayer should be called upon to take a declaration on oath that the accounts are correct for income-tax purposes and that a penalty should be imposed where certified accounts are found to be incorrect from this point of view.

58. With reference to proposals of the Bombay Committee and the United Provinces Chamber of Commerce we consider that there should be no alteration in the present provision regarding the super-tax on companies ; more particularly in view of the loss of income involved. Under the terms of our reference we are debarred from making any proposals involving a loss of revenue unless accompanied by proposals for recouping that loss.

59. Our opinion has been asked by the Government of India on certain difficulties experienced in the working of rule 15 of the Devolution Rules which provides for the provinces obtaining a share in the growth of income-tax receipts in so far as that growth is due to an increase in the amount of income assessed. The difficulty is that income-tax on the profits of a Company is collected in the province in which the headquarters of the Company is situated and the province where the whole of the operations of the Company are carried on, does not collect any income-tax from the Company. The

non-official members recognize that there must be hardships in many cases but they are unable to lay down any general rule and leave it to the Government of India to decide where a case is such as to require any specific action. The case of Tata's Iron and Steel Works was considered an exceptional case. The non-official members of the Committee (other than the Bombay representatives) think that in this particular case as the whole operations of the Company are conducted in Behar and Orissa and as the Company itself has asked that the income-tax assessed on it should be collected in Behar and Orissa, the Government of India should reconsider their previous decision in the matter.

Where the assessment of a Company or firm or business is transferred from one province to another, subsequent to the year 1920-21, the Committee are unanimously of opinion that the amount of income assessed in provinces in 1920-21 for the purpose of this rule should be reduced in the case of the province from which the Company is transferred and a corresponding increase made in the assessed income of the province to which the business is transferred.

60. With reference to the suggestion of Mr. Manmohandas Ramji that provision should be made for the alleviation of the burden of double income-tax where the same income, or part of the same income, is taxed in more countries than one, it was explained that at a conference between representatives of the Home Government and the Dominions and of India an agreement was arrived at to the following effect.

That in respect of income-tax both in the United Kingdom and in India there should be deducted from the appropriate rate of the United Kingdom income-tax (including super-tax) the whole of the rate of the Indian income-tax charged in respect of the same income, subject to the limitation that in no case should the maximum rate of relief given by the United Kingdom exceed one half of the rate of the United Kingdom income-tax (including super-tax) to which the individual taxpayer might be liable, and that any further relief necessary in order to confer on the taxpayer relief amounting in all to the lower of the two taxes (United Kingdom and Indian) should be given by India. That is to say, the proposal is that where income is liable to taxation both in the United Kingdom and in India, it should pay only at the highest rate leviable in either country. These proposals have been accepted by the Government of the United Kingdom and are embodied in Section 27 of the Finance Act of 1920. Under that provision a person whose income is assessed both in the United Kingdom and in India is entitled to claim from the authorities of the United Kingdom a refund or rebate of the rate levied in India up to one half of the English rate. We recommend that the Indian Act should be amended in order to implement the bargain arrived at and to provide that where any further relief is to be given in order to secure that such a person shall not pay a rate higher than the highest rate in either country, such relief will be given by India, subject to the limitation that the relief given in India shall not exceed half of

the rate of income-tax and super-tax combined. At present the Indian rates of income-tax and super-tax combined are less than half of the rates in the United Kingdom, and therefore no loss will at the outset be incurred to Indian revenues from this arrangement. Loss will only be incurred when owing to any alteration in the rates, the Indian rate is more than half the English rate, and the loss would merely be the amount by which the Indian rate exceeds half the English rate.

61. The non-official members of the Committee desire to record their opinion that a matter of greater importance than the amendment of the Act is an increase in the number and efficiency of the staff, which should consist of officers of the highest training and integrity. They would emphasise that the Income-tax Department should include experts of high standing trained in accountancy whose remuneration should be such as to reflect the market value of their professional experience and attainments. Accountancy should be one of the foundations of training for the whole service. The scale of pay should be such as to attract the best material available and all posts in the department including the highest should be open to any officer of proved experience and capacity.

62. We have recommended that all the rules under the Act should be made by the Government of India and that local Governments should have no power to frame any rule. We have further throughout our report recommended that numerous details regarding assessment and the interpretation of provisions of the Act can only be settled and made uniform by issue of the rules and instructions. It is therefore essential in our opinion that the Government of India should have at least the nucleus of a department with functions similar to those of the Board of Inland Revenue in England.

(Sd.) Alex. R. Murray.
,, Jadu Nath Roy.
,, S. H. Taylor.
,, W. Gaskell.
,, Tek Chand.
,, F. McCarthy.
,, K. S. Jatar.
,, W. B. Kirkwood.
,, A. Tottenham.
,, C. Birch.
,, Manmohandas Ramji.
,, Ganga Ram.
,, G. G. Sim.

Village Administration in Burma.

GOVERNMENT RESOLUTION ON THE REPORTS FOR 1920.

The process of splitting up large circles, on the death or disappearance from other causes of a circle headman, so as to provide that the village headmen, who collect the revenue and administer the villages, shall draw the commission on their collections, is proceeding side by side with the process of amalgamating neighbouring village-tracts and placing them under one headman, so as to secure that the headman's emoluments shall be commensurate with the importance of his position. The number of subordinate village headmen who draw no commission is now 917 only as against 3,286 in 1910.

Demarcation of Village-tracts.

Good progress appears to have been made in the demarcation of village-tracts and the supply of maps to headmen. The anomalous state of village-tract boundaries in the Hanthawaddy District, continues to receive the close attention of the Deputy Commissioner. It appears to be the intention to combine a straightening out of the boundaries with a very general revision of the areas of the tracts, so as to produce a more even distribution of commission among the headmen. The carrying out of such a policy would be bound to create much dissatisfaction among those headmen who were the losers by it, and the Lieutenant-Governor is inclined to think that it would be better if the local officers were to confine their efforts to unravelling the tangles into which the existing boundaries have got themselves. The Commissioner will be asked for a further report on this matter.

Trial of Criminal Cases by Headmen.

The criminal work done by headmen is will reported on. In the Minbu District 3,396 cases and in the Pakokku District 2,410 cases were decided by headmen under their ordinary powers during the year. From these figures one can form some idea of the very great relief which these unpaid village magistrates afford to the courts of the Province in the disposal of petty cases. The Deputy Commissioner, Mandalay, however, notes a tendency on the part of villagers to take their complaints to the court of highest jurisdiction open to them, and deplores the decision arrived at by the Local Government, after the matter had been discussed at a Commissioner's Conference, not to proceed further with the proposal to constitute benches of Honorary Magistrates composed of headmen of groups of village-tracts, to which benches all petty complaints could be sent for disposal. Mr. Grant does not, however, explain how he would overcome the difficulties which led the Commissioners' Conference to discard the scheme. If these benches were expected to try cases summarily, their jurisdiction would be restricted to the very narrow limits imposed by section 261 of the Code of Criminal Procedure. They would be debarred from trying cases of simple theft, of insult with intent to provoke a breach of the peace, of misconduct in public by a drunken person, all of which cases they could try as headmen in virtue of powers conferred upon them by the Village Act. If on the other hand, they were expected

to try cases regularly, they would have to take down the evidence in full and to make full records, and would require a special clerk and an office. It seemed to the Lieutenant-Governor that it would be preferable, instead of setting up these benches in all sorts of places where accommodation could not easily be provided, and restricting membership to village headmen, to have such benches in any town of a reasonable size, but to extend membership thereon to any leading citizen, while at the same time conferring ordinary magisterial powers on individual headmen who possess the education and ability requisite for their exercise.

The number of headmen exercising special powers increased from 1,872 in 1919 to 2,026 in 1920. In 1910 the figure was 975. In three districts, namely, Bassein, Henzada and Tharrawaddy, the number of headmen exercising these powers runs to three figures. The extent to which these powers are used varies considerably: thus in the Akyab District, where 68 headmen have these powers, 251 cases were tried under them, whereas in the Ma-ubin District, where 86 headmen have them, only 39 cases were tried under them. In general these special powers appear to be used very sparingly. The fines levied by headmen amounted to Rs. 1,65,146, showing a slight increase over the preceding year. The largest district totals are those of Shwebo and Sagaing, and are apparently due to the punishment of breaches of the rules for the suppression of cattle disease. Revision of the criminal work of headmen by district officers appears to have been adequate. One Deputy Commissioner is reported to have examined 1,914 cases and to have confirmed the headmen's decision in all of them: the average amount of time devoted to each case is not stated. The value of a district officer's work in revising a headman's cases cannot be gauged by the number of cases examined, and it is for this reason that the return of revision cases has been discontinued.

Trial of Civil Suits by Headmen.

The number of headmen invested with the powers of a Civil Court under section 6 of the Village Act was 2,238 as against 2,072 in 1919, and 1,296 in 1910. The extent to which these powers are exercised varies considerably from district to district. In the Toungoo and Thaton Districts, where there are 70 and 74 headmen respectively so empowered, 862 and 504 suits were tried under this section. In the Mandalay District, where there are 60 such headmen, only 58 suits were so disposed of. Probably the extent to which resort is had to the headman in civil disputes depends on the character of the headman. From Kyaukpyu it is reported that civil powers are very little used, because the headmen do not as a rule inspire sufficient confidence. Ma-ubin, on the other hand, reports that many genuine disputes are settled by headmen informally and that their arbitration work is probably of equal importance to that shown in their case registers.

Revenue work of and Commission paid to Headmen.

All Commissioners report favourably on the revenue work of headmen, the only dissentient voice coming from Kyaukpyu, where the headmen are described as slow and apathetic, but even in

Kyaukpyu it is admitted that the abnormally high prices of food-grains last year went to explain this slowness and apathy. In the Yamethin District, on the other hand, all the *thathameda* and practically all the land revenue were collected by due date without a hitch in spite of widespread failure of crops—a tribute, as the Commissioner of the Meiktila Division remarks, to the elasticity of the revenue system, as well as to the efficiency of the collecting agents. There were of course a few cases of embezzlement and of failure to include in the assessment rolls persons who should have been included, but headmen are only human, and it would be strange if there were no black sheep among the 14,000 and more headmen who had the handling of Government revenue. The commission paid to headmen averaged over the whole Province Rs. 166, as against Rs. 161 in the preceding year and Rs. 133 in 1910-11. The highest figure was in Hanthawaddy (Rs. 271), the lowest in Prome (Rs. 58). The Deputy Commissioner, Tavoy remarks on the impossibility of expecting good work from headmen who, living 50 miles or more from township headquarters, earn Rs. 40 or less *per annum* as commission, the whole of the commission (and more) being absorbed in travelling expenses on unavoidable journeys to headquarters.

The Lieutenant-Governor sympathises with the desire that the remuneration of headmen should be adequate to the valuable work that they do, but—again to draw on his Indian experience—he believes that the position is one valued not so much for its pecuniary emoluments as for its dignity and standing. In the vast majority of villages in India a village headman is himself an important cultivator, with considerable areas of land in his occupation for which he pays land revenue in the ordinary way. This is as it should be, for the *thugyi* should not be regarded or regard himself as a paid Government official, but as the spokesman and representative of the villagers, who, while himself a loyal supporter of Government authority, will not only interpret to the people the rules and orders of duly constituted authority, but interpret to that authority the sentiments and grievances of his villagers. Sir Reginald Craddock attaches the greatest importance to village headmen not being dragged to headquarters on every conceivable pretext. In the Sub-Province of Berar, where the village administration closely resembles that of Burma, two distinguished officers (Sir Benjamin Robertson and Sir Frank Sly), when Commissioners of the Berar Division, found that they were able to reduce the visits of village headmen to headquarters by over 50 per cent, and His Honour would like Commissioners of Divisions in Burma to set their minds to reducing to the lowest possible dimensions the custom of requiring village headmen to attend headquarters on all kinds of petty business.

Excise work of Headman.

The reports on the excise work of headmen are somewhat more favourable than usual, and it is interesting to note that in one case the wife of a headman (Ela in the Yamethin District) was presented with a gold medal for good-work in excise cases. In the Hanthawaddy District the improvement is attributed to the formation of Village Headmen's Associ-

ations and greater co-operation among them in the suppression of opium-smuggling. In many districts headmen have probably responded to the stimulus of the growing temperance movement, which is finding expression in the formation of village temperance societies. In the Irrawaddy Division, however, no improvement is noted, and the Commissioner ascribes the general apathy to the Toleration extended to acts which do not adversely affect others. Mr. Smyth, however, finds in the nascent activity of the Burman Youths' Temperance League a hopeful sign of the times, although the League's methods are not in all respects above reproach.

Work of Headman in connection with Agriculture.

Headmen displayed manifold activities during the year in connection with the agricultural conditions of the country. The Deputy Commissioner, Yamethin, writes that they have improved conditions of agriculture by keeping notified village canals in good order and constructing new weirs, that they have maintained stores tanks in excellent order and have helped greatly in relief works, some even advancing money to give employment.

The Deputy Commissioner, Akyab reports that practically all headmen were familiar with the cattle segregation rules and were of the greatest assistance to the Veterinary Officers in preventing the spread of epidemics, while the Deputy Commissioner, Sandoway, writes that headmen did a lot of good in inducing cultivators who had a surplus of food-grain to sell to their neighbours who were in sore need rather than to traders who were prepared to pay a little more.

Registration of Vital Statistics.

The registration of vital statistics is generally reported to have been well done. This is, however, a branch of the headman's work which district officers do not ordinarily find the time to test very thoroughly. If Civil Surgeons were not so tied to headquarters by the care of hospitals and jails, and could tour freely over their charges, it is probable that they would have another tale to tell.

Headmen in general are not sufficiently educated to appreciate the value of statistics and the duty of registration is frequently neglected or left to the *ywasaye*.

Relations between Headmen and the Police.

Most districts report relations between headman and police to have been cordial. In the Shwebo and Prome Districts they are reported to have been responsible for the majority of arrests in cognizable cases.

On the whole it is clear that village headmen set a good example to the countryside in the duty of the public to co-operate with the police for the suppression of crime, and it is interesting to observe that in the Henzada District, largely on the initiative of the Tein-ngu headman, societies of cattle-owners are being formed for the purpose of self-protection against cattle-thieves. The members of these societies pledge themselves not to pay ransom for stolen cattle, to report all cattle-thefts immediately, to join together in tracing and recovering cattle, when stolen, and to pay compensation, to the

unfortunate owners, whose cattle are not eventually recovered, out of common fund.

Village Sanitation.

Several officers report a gradual improvement in village sanitation and it is clear that district officers, as a whole, are giving this matter the attention which its importance deserves. It is equally clear, however, that the rate of progress is very slow. The Commissioner of the Irrawaddy Division (Mr. Smyth) thinks that "Improvements in sanitation, other than spasmodic cleanings-up, must await a change of public opinion which education and gradual enlightenment may be expected to produce in the course of time," while the Commissioner of the Pegu Division (Mr. Cabell) opines that village sanitation cannot exist until Rural Boards have been formed and employ an adequately trained staff. The Deputy Commissioner, Mandalay (Mr. Grant), advocates the extension of village sites as the best measure to improve the health of the rural population. This raises the much-vexed question of the village fence.

The Commissioner of the Sagaing Division while recognising that confinement within a village fence is not helpful towards securing sanitary conditions, considers that fencing should be enforced so long as the state of crime in a district renders it necessary. In the Minbu District, under the orders of the then Commissioner of the Magwe Division, the fencing of villages was left last year to local option. The issue of orders requiring villages to be fenced rests with the Deputy Commissioner under section 8, sub-section (*i*), clause (*f*), of the Village Act, and it has been laid down by executive order that fences are not to be required where they are not necessary. It is generally admitted that village fences are an impediment to village sanitation, and the policy to be followed should be to dispense with fences, where this can be done without imperilling the security of villages, and offering temptations to cattle thieves and other criminals in districts where these are likely to avail themselves thereof.

SANITATION.

Burma Sanitary Department.

Government Review on the Report for 1920.

The importance of correct details respecting all questions relating to the health of the community cannot, indeed, be over emphasized, and with a view to the accurate compilation of figures relating to such matters as the death-rate of special communities, the comparative death-rate of the sexes, and to the general healthiness or unhealthiness of towns and rural areas, and particular areas within these, the Census Superintendent has been requested to tabulate the results of the recent census in greater detail than has previously been considered necessary. The tabulation of the population of districts by religion, age, sex and civil condition is being extended to towns with a population of 10,000 and over and in the case of the larger towns each ward or quarter of the town will form the unit for this detailed analysis. The question of the improvement of the system of registration of vital statisties, especially in the case of towns where the need for accurate records is most felt, is also engaging the attention of the Local Government. Various methods for securing improvement, as well as uniformity, have been suggested, and the views of local officers have been invited on these suggestions. One of the proposals to this end is that ward headmen should be remunerated by a small fee of a few annas for every birth or death registered, while midwives should receive a similar remuneration for reporting births in a prescribed form, printed on postcards, supplied to them for the purpose. The employment in some of the larger municipalities of a retired medical officer of the Sub-Assistant Surgeon class as Medical Registrar of Births and Deaths is another suggestion to which the attention of the authorities concerned has been directed.

The deductions which can be drawn from the correct registration of births and deaths, from the number of persons per square mile resident within a certain area, from information regarding social customs, as well as the circumstances of the population concerned, determine very largely the making of sanitary grants, the necessity for improvements to water-supplies, and generally the measures, precautionary and preventive, which require to be taken in any particular locality. In addition, the problems connected with the congestion of population can be more easily solved if complete figures are available of the number of houses occupied and the number of persons per house living within that locality. The problem of the slum area, although it has not manifested itself as yet in a very acute form in

Burma, is, as the Province expands and as the development of industries progresses, bound to become of greater importance, and many of the schemes of the Development Trust of Rangoon are dependent on a thorough acquaintance with the requirements of the industrial population as well as of the citizen engaged in ordinary town occupations. Thus the Report for 1920 contains some very interesting reflections relating to the Rangoon mortality ratios by classes, as well as to the deaths and death ratios by sex within the Rangoon Town District. The Sanitary Commissioner has investigated the causes for the excess female death-rate in Rangoon, and notes that if any approximately correct deduction can be drawn from the comparative ratios, it may be held that it is associated specially with the ages immediately preceding puberty, that is from 10 to 15, and is related to the developmental strain attaching to female life at that period. While drawing attention to the existence of other factors, partly racial and social and partly economic, he considers that bad hygienic conditions attending urban life must play a predominant part in the matter. When the sanitarian is faced with facts like these, he can devote his attention to measures which are ameliorative of those conditions which produce a high death-rate. He is enabled to concentrate on such problems as vicious habits, overcrowding or insanitary conditions and seek to find a remedy for these conditions, which play an important part in determining the health of the population. While not neglecting those measures which are urgent necessities in most of the large towns in this Province, the Lieutenant-Governor is of opinion that special attention should now be directed towards the collection of correct statistics relating to all matters which may assist in determining the health of any particular class of the population or any special locality.

Of the diseases regarding which information is collected as being chiefly contributory to death, small-pox is important, and the reduction in the death-rate from that cause can be safely ascribed to the spread of vaccination. This disease appears to have a definite periodicity, and during the last two years a recrudescence has been observable after a five-year period of comparative quiescence. But the increase in these two years has not been as marked as it was in the years 1911 and 1912, the total for 1919-1920 being equal to the average for the two years 1911 and 1912. The years 1915 and 1919 were marked by severe cholera epidemic, but this disease is more difficult to cope with than small-pox or plague, because it is impossible to make those in contact with persons suffering from cholera realize that the strictest precautions for the protection of food and drinking water from contamination have to be followed, if immunity is to be secured. The plague figures may usefully be compared with the numbers inoculated. The comparison shows that the numbers that die in any particular year are ordinarily in inverse ratio to the numbers inoculated in the previous year. A falling off in inoculation for a year or two appears to tell its inevitable tale in a recrudescense of this fell disease. This is strikingly exemplified by the heavy mortality from plague in 1914

which followed the two years during which the number of inoculations performed was not only the lowest during the eleven years but actually very small. The rise and fall in plague returns from year to year is, however, a marked feature of this disease, and too much stress must not be laid upon what may be to some extent a coincidence. At the same time, the increase during the war years 1916, 1917, and 1918 may largely be ascribed to the fact that, in the pre-occupations arising out of war conditions, the same attention could not be devoted to those measures which are the only permanent measures of prevention —the destruction of the rat and its parasite. Since the conclusion of hostilities, various measures have been taken again to invite public attention to the causes of plague and to the methods whereby it may be prevented or lessened. Plans of rat proof godowns have been prepared and are being circulated so that Municipal Committees may take steps to provide for the construction within the areas which they control of buildings based on a scientific design, while a number of the ports of the Province are each in its own way, and according to its special circumstances, adopting measures for the deratization of the buildings in which goods for export and import are stored as well as for providing rat-proof gangways leading from ship to shore.

The heaviest toll on the population is, however, taken by malarial fever. The figures under the head Fever were swollen in the years 1918-19 by the epidemic of influenza that raged throughout the world but the figures for 1920 may be regarded as normal, and the Sanitary Commissioner's note to the effect that 50 per cent of the deaths from fever are occasioned by malaria is a fact to which sufficient attention cannot be directed. It is the disease which directly or indirectly causes more deaths than any other, and His Honour has been so much impressed by the figures relating to the heavy mortality from this cause that he is prepared to consider sympathetically any well-devised scheme for an extended distribution of quinine, especially in those areas in which the incidence is heaviest. Quinine, like other commodities, has risen in price—from Rs. 8 to Rs. 47 per lb.—and it is therefore necessary to suggest means whereby those who have become accustomed to its use and who are dependent upon it as a means of prevention, as well as a remedy, should not have their supplies cut off, and should, as far as is consistent with the principle of self-help, be assisted to procure this invaluable drug.

The expenditure on civil works has not varied greatly from year to year, and its extent is dependent on the evolution of schemes for water-supplies or for introducing better conservancy arrangements. The Government throughout the period has consistently contributed large sums as sanitary grants towards many of these local schemes, the total for the eleven years being over 64 lakhs. His Honour, however, would again impress on Municipal Committees and on the District Councils, which are to be constituted in the near future, that assistance can only be rendered by Government if these authorities are ready to provide a proportion of the funds required. Most sanitary projects are intended primarily to benefit those resident in a particular

area and to that extent have no provincial significance. All authorities, therefore, which apply to Government for a grant for the completion of any scheme devised with a view to improve the health conditions in a Municipality, or in a rural area, must supply some proof that they are willing to contribute from their own resources towards the expenditure involved. Several cases have recently come to notice in which periodic claims for grants from Government have been made for schemes towards which the local authorities have contributed nothing, and although in a proportion of these cases the necessity for making fresh grants has largely arisen through the increased price of material, provincial resources cannot be expected in the future to make contributions towards sanitary schemes unless an estimate of the complete cost thereof has been framed and unless the local authority concerned is prepared to share in the cost. The measures recently taken to liberalize Municipal Committees and to give to elected members complete control of Municipal affairs cannot be regarded as having achieved any measure of success unless these committees realize that the health of those resident within the areas is their chief concern and that the grant of doles by a Local Government can have only a paralyzing effect on those responsible for local administration as well as on those whose interests they are expected to subserve.

A measure which has been under the consideration of the Local Government, with a view to improve the health conditions within this Province, has been the establishment of a Public Health Service. A careful examination of this problem has been made, and as a result it has been proposed that the Province should be divided into certain areas for each of which a Health Officer is required, if conditions are to be improved. Modern demands for healthy surroundings render it essential to secure the services of officers who possess high qualifications and are thoroughly conversant with the special problems of the East. While a few years ago such officers might have been recruited at a comparatively low rate of pay, standards have now altered, with the consequence that the charges that will have to be incurred on account of the establishment of a Public Health Service will be heavy and cannot be met from Provincial resources alone. The question, therefore, that is engaging attention at the present moment is whether a scheme can be devised whereby a service properly orgnized, reasonably paid and highly qualified may be constituted. More efficient Public Health Officers will be available if they are organized in a Government service. The average Municipality or District Board will not be in a position to offer adequate inducements to a highly qualified man who is dependent for his salary entirely on the will of a Committee or Council the members of which are frequently changing. He has no security of tenure and may, by reason of his zeal, or because he has run counter in his actions to the wishes of a portion of the electorate in the area of which he is in charge finds himself given notice without prospect of securing other employment. Conditions have not so far advanced that the supply of Health Officers can

meet the demand that is likely to be made upon it, if competition is to be free and unrestricted. Sir Reginald Craddock is, therefore, inclined to think that steps must be taken to organize a service of qualified Public Health Officers on a provincial basis and to assign certain defined areas to the officers in this service. These officers would receive grade pay and would have prospects of promotion from the less developed Municipalities or Districts to others in which problems of Public Health were more insistent and required greater knowledge. In return for the services of these officers, local authorities would be required to contribute a certain proportion of their allowances. These would be fixed on general principles. Government in view of the advantages to be gained by the general improvement in public health, would provide the salaries, just as it proposes to provide the salaries of all medical officers attached to hospitals, whether district or municipal.

The Lieutenant-Governor would like to have seen a more extended examination made of the principal causes of the excessive infantile mortality in places such as Mandalay. To convlusions and debility are ascribed this high death-rate, but no suggestions are made for obviating any preventable causes. Tetanus is not a disease which ordinarily causes infantile mortality, and if, as the Sanitary Commissioner suggests, the dirty methods practised by midwives are responsible for this disease, it is surely time that serious efforts were made to instruct the people of this town as to the causes which lead to this deplorable mortality. His Honour hails with satisfaction the steps already taken by the Sanitary Commissioner to bring home in pictorial form the means of preventing certain diseases, such as small-pox and cholera. He thinks that this method might be extended to other diseases, and that possibly a reward might be offered to the Burmese artist who prepared the best series of six pictures showing in a graphic way the causes of certain diseases and the method of prevention. In addition, the Sanitary Commissioner might be able, through the medium of the press, to provide short, crisp dialogues in which might be explained, simply and clearly, the measures which can be taken to guard against preventable disease. Pictorial advertisements of quinine, its value, the places at which it can be purchased and the cost, might be scattered broadcast, and, in consultation with the Postmaster-General, steps might be taken to ensure that all post offices have always adequate supplies of quinine for sale at the cheapest rates possible. Proposals are being awaited for the distribution through such media as medicine sellers in bazaar of this invaluable drug. One of the advantages which cinchona febrifuge possesses over quinine is its comparative cheapness—the price being eight times less than that of quinine, but it is apparently not regarded with the same confidence as pure quinine.

Lepers.

MEASURES FOR CONTROLLING THEIR TRAVELLING BY RAIL.

Madras.

The Government have reason to believe that adequate use is not being made of the existing provisions of the law for the control of lepers travelling by rail, owing to the fact that the rules on the subject are imperfectly understood. If the rules are more generally known they might be more effectively applied than at present. The Government are accordingly pleased to issue the following press communiqe for general information.

ANNEXURE.

PRESS COMMUNIQUE.

With a view to a more effective control of the travelling of lepers by rail, the attention of the public is drawn to the existing rules framed in accordance with section 47 (1) *(d)* and 71 of the Indian Railways Act, 1890, for regulating the conditions on which lepers can be carried in any train. They are in force on all railway lines in British India and deserve to be more generally known. The rules are as follows :—

(1) A person suffering from leprosy should not travel on a railway without obtaining the special permission of the stationmaster or any other railway servant in charge of the place where he wants to take the train.

(2) He should engage a reserved compartment for himself and his attendants.

(3) All necessary arrangements should be made by the railway servant giving such permission for the separation of the leper and his attendants during their whole journey from other passengers.

(4) The railway servant giving the permission may take any other special precautions he considers necessary to prevent infection being communicated to other passengers travelling in the train. Unless the above precautions are taken in full, railway administrations may refuse to carry a leper.

The public are invited to co-operate with the railway and other staffs in the strict enforcement of these provisions. It is easy to find out a leper in the advanced stage of the disease. As for cases with milder and less pronounced symptoms, one can reasonably suspect leprosy in a person in whom are noticed a shining skin, discoloured patches, raised or otherwise, on the body fingers contracted and thickened or thinned with the fleshy prominences of the palms wasted and probably bandages round fingers or toes.

PART IV.—Miscellaneous.

AGRICULTURE

Agriculture in the United States of America.

A NOTE PREPARED BY MR. L. S. SUBRAHMANYA IYER, B.A., FOREIGN SCHOLAR, MADISON. (U. S. A.)

Agriculture is the nation's backbone and nothing is spared to keep the farmer in plenty and contentment. Free distribution of useful scientific information, specially prepared Farmer's Bulletins, broadcasting agricultural market reports throughout the greater part of the country by wireless through the radio market news service of the Bureau of Markets, and the services of country agents and home demonstration agents carried to the farmers' doors are some of the benefits the farmers receive from the Department of Agriculture.

Daily and weekly forecasts of weather by the Weather Bureau and the regional Weather Bureau Statistics which are disseminated through the press and mailed cards and bulletins, benefit agriculture both directly and indirectly "Frost warnings, special fruit frost service alfalfa warnings, advices of weather conditions favouring the cutting of Alfalfa" and the like are issued and instructions made available regarding the measures to be adopted to prevent damages and loss.

"The department has in available form information—the work of Practical Scientists—on almost every problem which confronts the farmer. It is carried to hundreds of thousands of farmers and farmers' wives by country agents and home demonstration agents."

This is not all. The Government also renders financial assistance to needy farmers, through the Federal Farm Loan Banks. Recently a bill for appropriating $25,000,000 for the banks, for the purpose of long loans, etc., to farmers, was passed in the Congress and submitted to the President for approval. The farmers can get long period loans from these banks on easy terms.

Campaigns for increased consumption of milk as nourishment for children, "Milk week" and such other observances, have in addition to minimising infant and child mortality and building up a better

generation, benefited the farmers much. Since the past few years the milk consumption has almost doubled and both the farmer and the consumer are the better for it.

As a result of all these "the farmer families live well and have great variety of diet." They "produce a large part of what they eat which cheapens the cost of living."

As Wallace, the secretary, said "the duty of the Department of Agriculture is to promote agriculture in its broadest sense. I conceive it to be the duty of the department to render the greatest possible assistance not only to the people who live on the farms, but also to the people all along the line who handle Farm products and get them to the consumer's table, *because only in that way can the department hope to serve the nation as it should.*"

The United States of America is never faced with a shortage of food products. She has always a surplus. It is indeed an irony of fate, as somebody remarked, that while there is famine in China and Central Europe, the Americans have a surplus. During the last fifty years the cotton production has increased about five times; wheat production almost four times; corn production more than three times; and the other products in a similar proportion.

The increase in the production of food crops has kept pace with the increase in population. Further the country takes care always to keep more than enough food for its own consumption, and indiscriminate export is checked. But in our country, India, neither of these features are to be seen.

W D 585—GPB—750—13-10-21.

PART I.—Orders of Government (Mysore).

FINANCIAL.

High Price Allowance.

REVISED ORDERS.

Government direct that the following additions to pay be made in lieu of high prices allowances with effect from 1st September 1921.

Superior Service.—The pay of each appointment on Rs. 50 and below will be increased by Rs. 5 and that of each appointment exceeding Rs. 50 by Rs. 7, subject to the condition that the total pay including the addition now sanctioned will not exceed Rs. 100. No addition will be allowed to the pay of progressive appointments rising from a minimum below Rs. 100 to a maximum above Rs. 100.

Inferior Service.—The pay of each appointment on Rs. 6 and above will be increased by Rs. 3 and that of each appointment below Rs. 6 by Rs. 2.

In the case of progressive appointments in superior service with minimum below Rs. 50 and maximum above Rs. 50, the minimum will be increased by Rs. 5 and the maximum by Rs. 7. The difference of Rs. 2 will be allowed along with the first stage after Rs. 50.

G. O. No. Fl. C. 6-55—S. & A. 5-21, dated 9th October 1921.

Dates of Birth of Officials.

REVISED INSTRUCTIONS.

It has come to the notice of Government that officials entering Government service are often not sufficiently careful in giving evidence of their date of birth for entry in their service registers, and that consequently the dates as offered at the time of their submitting proposals for their insurance differ from the dates as entered in the service register. The prevalence of such a laxity in furnishing information of date of birth affects the reliability of the entry in the service register. It is necessary that the information given immediately on appointment should be accurate. Government direct therefore that

every official newly appointed to Government service whether permanently or temporarily should produce satisfactory evidence of date of birth to the appointing officer or the head of the office as the case may be, before his first monthly pay is disbursed to him. With this object they direct that, in claiming the pay of a new employee for the first month, the drawing officer should certify that he has received satisfactory evidence of age from the official and has entered the same in the service register along with other particulars.

The rule relating to the opening of service registers, which now applies only to permanent employees, will in future apply both to permanent and temporary employees.

The following shall be considered as satisfactory proof of age:—

(1) An authenticated extract from the Birth Register or the Baptismal Register.

(2) Original copy of the horoscope, or correspondence at the time of birth supported by a declaration before the head of the office, or

(3) An affidavit of the parent of the applicant or a close relative who has knowledge of the approximate date of birth of the applicant signed before an officer, who is competent to administer oath. In every case, the official should make a declaration by himself that he is producing the best evidence he can get and that he binds himself to the age so given.

Government direct that once that date of birth has been accepted in the service register, it should form conclusive evidence of the same in respect of all Government transactions. The entry in the service register should be full and it should indicate on what evidence the date of birth is accepted by the appointing officer or the head of the office.

Rule 5 (a) of the State Life Insurance Rules will accordingly be amended as follows:—

(i) The Committee shall accept an extract from the service register in regard to the date of birth as evidence of such date.

(ii) It shall, however, be open to the Committee to take evidence afresh in the event of the extract being defective in any case, and cases in which a date different from that entered in the service register is proposed to be accepted by the Insurance Committee should be reported to Government for orders.

G. O. No. Fl. 2263-319—G. F. 57-21-2, dated 13th October 1921.

REVENUE.

Vani Vilas Sagara Channels.

SUPPLY OF WATER FOR THADI CULTIVATION.

In his letter dated 16th August 1921, the Deputy Commissioner, Chitaldrug District, has reported that an extent of 958 acres, 8 guntas was cultivated in the previous year as the result of the concessions granted under Government Order dated 22nd March 1919 and that the present seasonal conditions being similar to those of last year, about 1,000 acres are likely to be brought under cultivation this year. He has submitted the following proposals to the Revenue Commissioner:—

(i) To supply water for Thadi cultivation on lands outside the block area, water rate being recovered at Rs. 2-8-0 per acre.

(ii) To grant waste lands for temporary cultivation for one year at the same half-water rate.

(iii) To permit cultivation of Thadi crop in the prohibited area.

The Revenue Commissioner is not for granting the concession referred to in proposal (ii) and supports the other two proposals of the Deputy Commissioner. The Chief Engineer has also expressed his concurrence with the Revenue Commissioner.

In the above circumstances, Government are pleased to sanction the grant of the concessions recommended by the Revenue Commissioner and the Chief Engineer as a temporary measure for the current year.

G. O. No. R. 1665-9—L. R. 13-21-2, dated 26th September 1921.

STAMPS.

Refunds and Renewals of Stamps.

DELEGATION OF POWERS TO THE COMMISSIONER OF STAMPS.

Government delegate to the Commissioner of Stamps in Mysore, as the Chief Controlling Revenue Authority, the power retained by them in the order of 29-8-1917, *i.e.*, to deal with applications made for refunds or renewals of stamps after two years.

G. O. No. J. 1526-35—St. 4-21-10, dated 10th September 1921.

EXCISE.

Compounding fees in excise cases.

RULES FOR THEIR RECOVERY.

Under Sections 29 (p) and 67 of the Excise Regulation, the Government of His Highness the Maharaja prescribe the following rules to regulate the recovery of compounding fees in cases under the Excise Regulation:—

In Excise cases compounding by the District Excise officers and the Revenue Sub-Divisional Officers, etc., the Excise Inspectors concerned should issue notice or notices to the accused person or persons according to the prescribed form, immediately on receipt of orders from the District Excise Officer or the Revenue Sub-Divisional Officer as the case may be.

2. The accused shall be allowed *one month's* time from the date of service of such notice for the payment of the compounding fees mentioned therein.

3. If the accused fail to pay the fees within the time allowed they should be sent before a Magistrate for trial.

4. The amount of the compounding fees specified in the notice issued under rule 1 may be paid into a Government treasury or remitted to such treasury by money order.

5. The Treasury Officer should, on receipt of the amount, forward to the Inspector concerned without delay, a copy of the receipt granted to the payee.

6. When a prosecution is instituted under rule 3, the Excise Inspector or other officer conducting the prosecution should apply for the withdrawal of the case from the file of the Magistrate concerned if proof is adduced that the accused has paid the compounding fees whether before or after the expiry of the month's time allowed under rule 2.

Notification No. R. 1966—Ex. 19-21-2, dated 12th October 1921.

JUDICIAL.

Special Magistrates.

MINIMUM PAY FIXED.

A question has been raised as to the pay which persons who have been posted as acting Special Magistrates have to draw and whether they are to be treated as on probation which would entitle them to a minimum pay of Rs. 150 instead of their usual pay plus an acting allowance of Rs. 30. Government are of opinion that though the appointment is declared acting, it should be considered as 'temporary' on probation. The responsibility of the Magistrate is the same whether he is acting or on probation, and as in the case of Munsiffs, these Special Magistrates should be given a minimum pay of Rs. 150 per mensem.

G. O. No. J. 1431-43—Cts. 52-21-2, dated 6th September 1921.

PRISONS.

Jails and Lock-ups.

REVIEW ON THE ANNUAL REPORT FOR 1920.

The number of prisoners of all classes admitted to the Jails and Lock-ups in the State during the year was 12,034 against 13,878 in the previous year. This gives with the number pending at the beginning of the year, a daily average prison population of 1372·94 against 1336·71 in 1919.

The number of youthful offenders admitted showed a slight increase, from 36 in 1919, to 39 in the year under review, and the number with previous convictions also rose from 6 to 12. Government have recognised the urgent necessity for providing a Jail for the exclusive accommodation and education of juveniles, and the question of the establishment of a Reformatory is under their active consideration in the light of the recommendations of the Indian Jails Committee.

Four convicts escaped from the Jails and Lock-ups during the year against three in the previous year and all of them were recaptured.

The gross expenditure of the Department during the year increased from Rs. 1,56,979-2-1 to Rs. 1,81,604-6-2, and the cost per head of population from Rs. 117-6-11 to Rs. 132-4-4. The increase is accounted for mainly by the high rates at which ration articles were purchased and the high prices allowance granted to the officials of the department.

Realisations from the employment of convicts on manufactures in the Jails fell from Rs. 13,868-0-9 in 1919 to Rs. 12,629-8-9 in the current year, giving an average cash earning per head of working convicts of Rs. 15-5-9 against 18 8-8 in the previous year. The decrease in earnings is attributed to the dullness of market on account of high prices of raw materials and to the large number of articles manufactured for the use of the prison population. Thus, the average net cost of maintenance per head in the Jails was Rs. 113-3-6 against Rs. 98-2-10 in 1919. Government trust that, with the improvement of industries in the two Jails, proposals regarding which have just been sanctioned, there will be a considerable rise in the earnings in the current and future years.

The average cost per head in the Lock-ups rose from Rs. 127 to Rs. 154. The reason for the increase is stated to be high prices of articles of food and the unremunerative nature of the work upon which the Lock-up prisoners are employed. Government observe that the cost of maintenance is too high and that, with proper scrutiny, it will be considerably reduced.

The health of the prisoners continued to be good during the year. Hospital admissions of sick prisoners which totalled 844 in 1918 and 617 in 1919, came down to 511 during the year under review. The number of deaths similarly decreased from 47 in 1918 to 17 in 1919 and to 15 in 1920. The percentage of sickness and deaths to the total prison population was 4·24 in the case of the former and ·12 in the case of the latter.

The arrangement of weekly classes for imparting religious and moral instruction to prisoners in Jails worked satisfactorily during the year. Proposals for effecting improvement in this direction suggested by the Inspector-General, in consultation with the Head of the Education Department, are under the consideration of Government.

It is a matter of regret that while only one non-official visitor visited the Mysore Jail once during the year, the non-official visitors of the Bangalore Central Jail paid no visits at all, in spite of the observations made in the Government review on the Administration Report for the previous year. Lack of interest in this matter was also displayed by the *ex-officio* visitors, the only officers who visited the Jails and Lock-ups being the Sessions Judges of Bangalore and Shimoga and the Sanitary Commissioner. Government wish to impress once again on the visitors the importance of their visits to the institutions and trust that they will begin to evince greater interest in the matter.

Government are glad to note that the administration of the Department was on the whole satisfactory.

G. O. No. J. 1405-18—Pris. 17-20-4, dated 6th September 1921.

MEDICAL.

Levy of Medical Fees in Hospitals.

SYSTEM MADE PERMANENT.

The Senior Surgeon recommends the levy of fees according to the rates prescribed in Government Order No. 3820-70—Med. 231-13-4, dated 26th November 1915, in the Government Medical Institutions in the Kolar Gold Fields area by extending thereto the operation of the rules issued under Government Order No. 7332-72—Med. 89-06-57, dated 24th February 1910, as modified by Government Order No. 571-621—Med. 83-15-9, dated the 18th July 1916, as in the point of equipment and the facilities available to patients, the Medical Institutions on the Fields are quite up to the standard of the institutions in the Cities of Bangalore and Mysore, and the class of people that will be subjected to payment will consist of liberally paid employees of the Mines or business men making large profits or Government officers who also receive special allowances in view of the costliness of the place.

Government direct that the system of levy of fees in Bangalore and Mysore Cities be made permanent and that it be also extended to the Kolar Gold Fields.

G. O. No. L. 1290-350—Med. 154-20-2, dated 6th September 1921.

The Bangalore Medical School.

REVIEW ON THE REPORT FOR 1920-21.

The school which was started four years ago is growing in popularity and its strength is increasing. Thirty-two new students were admitted during the year and the total strength rose to 98 students as against 66 during the previous year. Of these, 90 were stipendiary and 8 were private students. Of these, the number of students was six, all of whom are stipendiaries. The terminal and final examinations were held regularly during the year and the results were fairly satisfactory. All the fifteen students in the 4th year class came out successful during the year, thus qualifying themselves for appointment as Sub-Assistant Surgeons.

The income derived from the school was Rs. 952 as against Rs. 724 in 1919-20 and the expenditure was Rs. 39,310 as against Rs. 26,622 in the previous year.

G. O. No. L. 1821—Med. 38-21-2, dated 26-9-21.

SANITATION.

Visits of the Sanitary Commissioner and the Sanitary Engineer to Municipalities and rural areas.

DISCUSSION OF SANITARY MATTERS.

With a view to afford greater facilities in the matter of technical advice, Government direct that whenever the Sanitary Commissioner and Sanitary Engineer visit municipalities and rural areas, they should make it a point to see the municipal councillors and the leading men of the place and discuss sanitary matters affecting the health of the place with them. The municipal councils are requested to heartily co-operate with the above mentioned officers in the matter.

G. O. No. L. 2090—Ml. 243-20-2, dated 3rd October 1921.

EDUCATION.

Boys of school-going age.

STATISTICS TO BE TAKEN EVERY YEAR.

Government observe that the Municipal councils have got the necessary staff to take the census of the boys of school-going age. They should therefore prepare and revise the list every year. In non-municipal areas the work should be done by the Revenue Agency.

Government consider that no remuneration need be paid for this work. The taking of the census just like the preparation of the Khaneshumari accounts should be regarded as one of the ordinary duties of the Municipal and Revenue Officers.

G. O. No. 850-61—Edn. 544-20-2, dated 23rd August 1921.

Village school-masters.

With a view to avoid delay in the payment of salaries and grants to school masters and also to relieve the Shekdars of the work of disbursing these amounts a system was introduced in Government Order No. 8529-39—Edn. 33-18-3, dated the 8th March 1919, under which direct payment at the Treasury is made in the case of salaries and grants of teachers of Village Elementary Schools within a radius of 10 miles of the Taluk Headquarters, payments in other cases being arranged to be made by postal money orders. Subsidiary and detailed instructions have also been issued by Government in the matter which provide that the Assistant Inspectors should prepare two consolidated statements, one for grants to aided village elementary schools and the other for salaries to teachers, and forward them to the Treasuries concerned for encashment and payment. The money order forms in the case of salaries and grants to masters of schools beyond the prescribed radius of 10 miles are also duly filled in by the Assistant Inspectors and sent to the Treasuries along with the bills, one money order being made out for each school. After auditing the bills, the Treasury authorities arrange for direct payments in concerned cases after obtaining necessary acquittances, and for remittance by money order in other cases, the money order acknowledgments being attached to the acquittance roll kept in Taluk Offices.

This system has been acknowledged to be an improvement on the previous procedure, but complaints have not ceased as regards the delay that still exists in the disbursement of salaries and grants. Various suggestions have been made in this connection to improve on the present system and the following are a few of the important ones.

(i) That direct payment may be restricted to the teachers of schools within a radius of five miles.

(ii) That for the contingency of the Headmaster being away at the time, the money order arrives and the consequent delay in the disbursement of salaries to other teachers whose pay may also be included in the same money order, a separate money order may be issued in the name of each teacher instead of a single money order for a whole school.

(iii) That the range officer may himself draw the money and remit it direct to the masters obviating delay on the part of the Treasury.

As regards the first two suggestions above, Government observe that apart from the increase of scriptory labour which they involve in the offices of Assistant Inspectors in having to prepare a large number of money order forms and the increase of work thrown on Taluk Offices in having to watch the receipt of a large number of acknowledgments, the commission payable on the money orders would also become unduly high quite disproportionate to any additional facility that the adoption of the suggestions may bring about. They are therefore not in favour of adopting either of these suggestions

With regard to the third suggestion, they consider that the object can as well be achieved by adopting the system ordered in the Government Order dated the 8th March 1919 by necessary and proper check over the various authorities concerned in the scheme.

With a view therefore to ensure proper and efficient scrutiny over the work of Assistant Inspectors and the Taluk Officers in this matter, the Government have recently approved of the proposal of the Inspector-General of Education to prescribe a monthly return showing the dates on which pay bills were prepared and sent to the Treasury by the Assistant Inspectors and on which salaries were drawn and disbursed. Government consider that with these safeguards the scheme already sanctioned may be given a sufficiently long trial before any changes therein are contemplated.

G. O. No. 1372-4—Edn. 162-21-2, dated 27th September 1921.

AGRICULTURE.

Agricultural and Sericultural Loans.

ENHANCED RATES OF INTEREST.

The Government accept the proposals of the Board of Agriculture and are pleased to direct that the rates of interest for the various classes of loans be as under :—

Class of loans	*Present rate*	*Revised rate—ordinary*
1. Loans for the improvement of fruit cultivation.	6¼ per cent	7 per cent
2. Loans for the development of sericultural industry.	5 do	7 do
3. Loans for the encouragement of horse, pony & cattle-breeding	5 do	7 do

Penal interest at the rate of 9 per cent will be charged on all outstanding loans which are overdue.

G. O. No. L. 1402-16—A. & E. 125-20-7, dated 8th September 1921.

LOCAL SELF-GOVERNMENT.

Vaccination work in Municipalities.

GOVERNMENT ORDER.

It is observed that only 12 Town Municipal Councils in the State besides the two City Municipal Councils of Bangalore and Mysore have employed their own vaccinators. In the other Municipalities vaccination work is attended to by the medical officers stationed in those places. As vaccination has been made compulsory in a majority of the Municipal areas, it is evident that, in these areas, the services of the District Board Vaccinators are being availed of, whenever the services of the local Sub-Assistant Surgeons are not available for this work. This is not a satisfactory arrangement in all cases, especially in Municipalities where there is usually a large population. Government are accordingly pleased to direct that all Town Municipalities in the State should immediately employ their own qualified vaccinators for work in Municipal areas and meet the charges on this account from their funds. Arrangements should also be made for the training of Sanitary Inspectors in vaccination work. In Minor Municipalities which do not employ Sanitary Inspectors, the Sanitary Maistries should be trained in vaccination in that area. But it must be understood that the local Sub-Assistant Surgeon is not thereby relieved of his duty to vaccinate children if they are taken to the dispensary.

The Sanitary Commissioner is requested to take necessary further action in the matter in consultation with the Deputy Commissioners of Districts. The present arrangements may, however, continue temporarily in places where this order cannot immediately be given effect to.

A report should be submitted at the end of December next as to the progress made in giving effect to the order.

G. O. No. L. 1610-20—Ml. 185-18-25, dated 19th September 1921.

Market Fees.

LEVY BY MINOR MUNICIPAL COUNCILS AUTHORIZED.

Government are pleased to authorize the Municipal Councils to levy market fees under Sections 70 (2) of the Mysore Municipal Regulation, VII of 1906, as amended by Regulation V of 1918 in addition to the taxes referred to in the Government Order of the 25th November 1920.

G. O. No. L. 1720-7—Ml. 200-19-6, dated 21st September 1921.

Drinking Water Wells in villages.

RULE REGARDING PAYMENT OF CONTRIBUTIONS.

In modification of Government orders dated 6th January 1915 and 16th August 1919, Government direct that in cases of drinking water wells constructed in villages where Village Panchayets have been constituted under the Local Boards and Village Panchayets Regulation of 1918, no special contribution from villagers need be levied but a contribution of two-thirds of the cost of the well to be sunk may be given to the Village Panchayet concerned, from the Drinking Water Wells Fund placed at the disposal of the District Boards.

G. O. No. L. 1908-16—L. B. 51-20-7, dated 28th September 1921.

Cattle Shows.

AMENDMENT OF RULES.

Government agree with the Revenue Commissioner in thinking that it is not necessary to make it obligatory for the notice of each cattle show being published in the Gazette but the purpose will be equally well served if the District Board or other body concerned is given discretion to give publicity to the show either by publication in the Gazette or in any other manner as it considers proper. Rule 7 of the Rules prescribed in the Government Order of February 1911, for regulating cattle shows, etc., will accordingly be amended so as to read as follows:—

"7. Three months prior to every show, a short notice of the same containing the number and value of prizes to be awarded, the conditions of award and the dates on which the shows are to be held, shall be published in English and Kannada, in the *Mysore Gazette* or in such other manner as appears suitable, to the District Board or other body concerned to give due publicity to the show. Copies of the notice may also be sent to the Collectors of the neighbouring British Districts for publication in their District Gazettes free of charge."

G. O. No. L. 2200-17—L. B. 35-21-5, dated 6th October 1921.

MISCELLANEOUS.

The Representative Assembly Election Rules.

AN AMENDMENT.

In rule 11 (*b*) of the Rules relating to the constitution and conduct of business in the Representative Assembly published with Notification No. G. 3380—R. A. 8-19-20, dated the 11th August 1920, for the words. "If any vacancy is caused by death or resignation" substitute the words. "If any vacancy is caused by death, resignation or other causes."

Rule 11 thus amended will read as follows:—

"11. (*a*) If any member during the term for which he has been elected or deputed becomes disqualified under any of the conditions set forth in Rule 10 above, he shall be disabled from continuing to be a member and an election to fill up the vacancy so caused, shall be held in accordance with these rules.

(*b*) If any vacancy is caused by death, resignation or other causes, an election to fill up the vacancy so caused, shall be held in accordance with these rules."

Notification No. M. 895—R. A. 5-21-8, dated 27th August 1921.

Meteorological Report.

REVIEW FOR 1920-21.

There was no increase in the number of rain gauge stations. Out of 226 rain gauge stations, 191 or 85 per cent of the total number were inspected during the year, as against 86 per cent in the previous year, a large number of them being left uninspected in Kadur and Mysore Districts. In the review of the previous year, the Revenue Commissioner was requested to obtain the explanation of the officers concerned and to impress upon the Revenue Officers, the importance of inspecting the several rain gauges within their jurisdiction and to see that they are maintained in proper order. But no report has been received from that officer as to the action taken in the matter. Government hope that the Revenue Commissioner will see that necessary steps are taken during the current year for ensuring the inspection of all the rain gauges in every one of the districts.

Government are glad to note that the appreciation of the Government of India has been conveyed in regard to the services rendered

y the Meteorological Reporter and his staff in carrying on reliable pper air observations in Bangalore.

G. O. No. L. 2526-8—A. & E. 57-21-4, dated 1st November 1921.

Government Museum.

Review on the report for 1920-21.

There was a decrease in the number of visitors to the Museum uring the year by 91,660, the decrease being perceptible in the onths of October and November 1920 and April 1921.

The work of cataloguing the coins in the Museum, which was ntrusted as a temporary measure to an officer of the Education Department under Dr. Radhakumud Mookerji, Professor of History, has ade fairly good progress and the future arrangement for completing is work is under consideration.

Seventy-three exhibits were added during the year, of which 38 ere by donation. Of these, three machine guns and one field gun ere brought from the field with the Imperial Service Lancers as ar Trophy. The thanks of the Government may be conveyed to e donors.

G. O. No. M. 1332—G. M. 32-21-3, dated 21st September 1921.

General and Revenue Secretariat.

Retrenchments effected.

With a view to effect retrenchments in the cost of the establishent of the General and Revenue Secretariat, Government are leased to direct that the gazetted, clerical and menial staff of the ecretariat be revised as shown below. The revision is expected to sult in an aggregate saving of about Rs. 33,000 per annum.

I. *Secretaries.*—There will be, as heretofore, four whole-time ecretaries to Government, the Chief Secretary, the Financial Secreary, the General Secretary and the Revenue Secretary. The Muzrai uperintendent will continue to be *ex-officio* Secretary, Muzrai epartment.

(2) *Subordinate Secretariat Officers.*—Exclusive of the officers n the personal staff of the Dewan and of His Highness the Extraordinary Member there were on the 30th June 1921 three Under ecretaries and seven Assistant Secretaries and one Registrar on the anctioned permanent establishment of the General and Revenue ecretariat and one Under Secretary (temporary) doing duty as Effiency Audit Officer. The reduction of the strength by three officers

has already been ordered. The revised permanent strength of subordinate Secretariat Officers in the General and Revenue Secretariat (exclusive of personal staff) will consist of eight Assistant Secretaries and one Registrar. Seven of these will be selected from among the members of the Civil Service and two posts will be reserved for Superintendents of the General and Revenue Secretariat, those posts being excluded from the Civil Service cadre. Officers of the Civil Service posted as Assistant Secretaries or Registrar, General and Revenue Secretariat, will draw their grade pay plus a duty allowance of Rs. 50 per mensem. Such of the officers as are now designated Under Secretaries and draw a duty allowance of Rs. 75 per mensem will continue as such and draw the higher duty allowance until they are transferred elsewhere. Superintendents of the Secretariat appointed as Assistant Secretaries or Registrar will draw pay at Rs. 250—50/3—450 plus a duty allowance of Rs. 50.

(3) There are at present four Chief Superintendents in the grade Rs. 200—10—250, one of them doing duty as Deputy Registrar and drawing a duty allowance of Rs. 30 per mensem. There are also 16 permanent Superintendents and one temporary Superintendent in the grade Rs. 125—10—175, two Managers on Rs. 100—10—150, one of them permanent and the other temporary, and three temporary Auditors on the Efficiency Audit Staff, two on Rs. 125 and one on Rs. 100. Against this establishment, a staff consisting of four permanent Superintendents, First Grade, on Rs. 200—10—250, one of them doing duty as Deputy Registrar and drawing a duty allowance of Rs. 30 per mensem and twelve permanent Superintendents and one temporary Superintendent, Second Grade, on Rs. 125—10—175, and one temporary Auditor on Rs. 100 is sanctioned. The allocation of the Superintendents will be as follows : —

(1) One Superintendent, First Grade, doing duty as Deputy Registrar and holding charge of General Records, Vernacular records and Multigraph Section.

(2) One Superintendent, First Grade (tenure appointment) doing duty in the Dewan's office.

(3) One Superintendent each to the following Branches of the Secretariat.

Confidential Branch.
Efficiency Audit Branch and Statistics.
Military and Miscellaneous.
Office Branch.
Translation.
Education.
Judicial.
Industries and Commerce.
Revenue.
Local Self Government.
Financial.
Muzrai

and two Superintendents doing duty as Auditors in the Efficiency Audit Staff. The temporary Superintendent will be employed on work connected with the Iron Scheme.

The temporary Superintendent and the temporary Auditor will be continued until the 30th June 1922.

(4) *First Division clerks.*—The number of First Division clerks in the grade of Rs. 50—5—100 will be reduced from 76 permanent and 2 temporary to 70 permanent and one temporary. Their distribution will be as follows:—

Confidential Branch	4	
Efficiency Audit	3	
Office Branch	3	
Translation	4	
Varnacular Records	1	
Multigraph	1	
Military and Miscellaneous	6	permanent and 1 temporary for Census.
Education	2	
Industries and Commerce	3	
Revenue	8	inculding for income-tax work.
Local Self Government	8	
Judicial	6	
Financial	8	
Muzrai	4	
Dewan's office	3	
	62 plus 1	

The other eight clerks will constitute a reserve and will be deputed for work in the several branches in privilege leave vacancies. When not required for privilege leave vacancies, they will be employed in such Branches or on such work as the Chief Secretary may from time to time direct. The temporary clerk for Census work will be retained till the Census operations are over and will continue to draw the deputation allowance sanctioned to him.

(5) *Second Division clerks.*—There are at present 72 Second Division clerks on Rs. 30—3—60 and nine other clerks on pay varying from Rs. 25 to 75 on the permanent establishment of the General and Revenue Secretariat and also five temporary clerks on pay ranging from Rs. 40 to 80, including Stenographers and Typists. Against this, a staff of 62 permanent Second Division clerks on pay of Rs. 30—3—60 is sanctioned, exclusive of Stenographers and Typists who will hereafter be constituted into a separate cadre. Their distribution will be as follows:—

Confidential Branch	.. 3	Local Self Government	... 5
Efficiency Audit Branch	.. 2	Judicial	.. 4
Office Branch	.. 4	Financial	.. 5
General Despatching Section	.. 2	Muzrai	... 5
General Records	.. 4	Extraordinary Member	.. 2
Library	... 1	First Member	.. 1
Vernacular Records	.. 1	Second Member	.. 1
Military and Miscellaneous	.. 5	Third Member	.. 1
Education	.. 3		
Industries and commerce	... 3		
Revenue Branch	... 5		58

The remaining four clerks will be treated as a reserve and posted for privilege leave vacancies in the several branches. When not required for privilege leave vacancies, they will be employed in such branches or on such work as the Chief Secretary may from time to time direct.

(6) *Stenographers and Typists.*—A separate cadre will be constituted for Stenographers and Typists in the General and Revenue Secretariat. It will consist of 16 stenographers and 13 Typists. Nine of the Stenographers will be in the grade of Rs. 50—5—100, the other Stenographers and Typists being in the grade of 30—3—60. The Stenographers who are not in the higher grade will draw the allowances admissible to them under the Government Order of 4th July 1916. No allowances will however be admissible to Typists who are not appointed to one of the posts of Stenographers. The allocation of Stenographers and Typists will be as follows:—

Stenographers on Rs. 50—5—100.

Dewan	1
Members of Council	4
Chief Secretary	1
General Secretary	1
Revenue Secretary	1
Under Secretary, Confidential and E. A. Branch	1

Stenographers and Typists on Rs. 30—3—60.

	Stenographer.	Typist.
Dewan's office	1	1
Extraordinary Member	1	...
Confidential Branch	1 (Reserve)	1
Military and Miscellaneous	..	2
Efficienecy Audit	1	..
Office Branch	...	1
Revenue Branch	..	1 plus 1 reserve.
Local Boards	...	1
Judicial	...	1
Asst. Secretary, Education	1	..
Education Branch	...	1
Asst. Secy., Industry and Commerce	1	..
Industries & Commerce	...	1
Financial	1	1
Muzrai	...	1

The reserve Stenographer and Typist who will ordinarily work in the Confidential and Revenue Branches respectively will be available for being posted to privilege leave vacancies.

(7) *Menial establishment.*—The present sanctioned staff of the menial establishment of the General and Revenue Secretariat stands at 277. The budget provides in addition for 25 supernumeraries making a total of 302 hands. Against this, a staff of 249 hands is sanctioned, 37 posts on Rs. 7 and 16 on 8, or 53 posts in all being abolished. The reserve of 12 men should be utilised for being posted as substitutes for those on short leave.

(8) The following miscellaneous establishments will remain unaffected by this order and will be governed by the orders already in force, in respect of them.

(1) Government stores establishment.
(2) The record sorting establishment.
(3) The Financial Secretary's personal establishment.
(4) Special establishment appointed in connection with Session of the Representative Assembly.
(5) Mysore Gazetteer establishment.
(6) Multigraph Section (other than the First Division clerk).

(9) The lump sum provision of Rs. 3,000 sanctioned in Government Order No. G. 10713—G. M. 352-13-1, dated 26th June 1914, for the entertainment of temporary hands when necessary will be continued.

(10) In view of the reserve provided for the First and Second Division clerks and Stenographers and Typists, privilege leave vacancies occurring in those grades should not be filled up by the entertainment of new hands or the promotion of existing hands.

(11) The Muzrai Secretariat will be separated from the General and Revenue Secretariat and combined with the office of the Muzrai Superintendent into a single office, the strength of the combined office being reduced by two clerks.

(12) The question whether the Financial Secretariat should continue as part of the General and Revenue Secretariat or be made into an independent establishment and what reductions are possible in the personal establishment of the Financial Secretary are reserved for separate orders. Pending such orders, the Financial Seretariat and the entire personal establishment of the Financial Secreary will continue to form part of the General and Revenue Secretariat.

(13) The Chief Secretary will give effect to the foregoing orders as early as practicable in consultation with the other Secretaries to Government and submit proposals for dealing with the cases of officials holding appointments which have been abolished in this order. Pending orders of Government on such proposals the officials and menials now on the staff of the General and Revenue Secretariat will continue to draw their present pay.

G. O. No. 788-95 cash 29-21-1, dated 27-9-21.

PART II.—Books, Pamphlets, etc., issued by Government Departments (Mysore).

Nil.

PART III.—Extracts.

AGRICULTURE.

Agricultural Development in Bombay.

WHAT GOVERNMENT IS DOING.

The Bombay provincial Board of Agriculture held its second annual meeting in the Council Hall, Poona, recently, the Honourable Mr. C. V. Mehta, Minister of Excise, Forests and Agriculture, presiding.

The President in opening the proceedings welcomed the members and visitors to the second meeting of the Board, which, he said, was formed to consult official and non-official opinion and the various departments connected with agriculture in the consideration of important questions of agricultural development. He need hardly say how great was the importance Government attached to the advice of the Board.

Proceeding, the President said : "The time seems opportune to consider whether there should not be some definite objective during, say, the next five years of all efforts at agricultural improvement. We believe that the productive powers of the country are vastly greater than have ever been tapped, that even under present conditions of rainfall, soil and the customs of the people there is room for enormous development in the quantity and value of the produce capable of being derived from the land. Can we not place as the goal to be striven for that the annual produce of the Presidency should be increased by, say, 15 per cent at least within the next five years ?

"This increase will, of course, vary with prices, which are always a very fluctuating factor, but with prices approximately at the present level and excluding years of famine I do not see why it should not be attained, taking the average of the last ten years as a basis and also excluding famine years. This increase will partly be achieved by obtaining a larger yield of produce and I would lay special stress on the increase in the return of good crops. It will also be partly accomplished by improvement in quality and in certain products like cotton.

"The improvement is possible and for this purpose, I welcome the proposals for the co-ordination of the work of the co-operative movement with the propaganda activities of the agricultural department, for the co-operative movement has, I think, stimulated local life more than most things in recent years."

Cotton Research.

Dr. Harold H. Mann, Acting Director of Agriculture, then submitted a short report on technical results arrived at by the Agricultural Department, and of the efforts to introduce them into practice during the past year. In this he stated: "The purpose of the Agricultural Department is to ascertain by experimental investigation and research the methods by which the produce of agricultural activity can economically be increased in quantity and improved in quality and then to get these methods introduced into practice. To achieve this purpose, it maintains a corps of experts in Poona, and a body of men in every part of the Presidency, whose duty it is on the one hand to investigate such problems as arise, and on the other to place their results before the cultivators and adopt the best possible means to get them translated into practice.

"Cotton research, as was reported by Mr. Keatinge last year, has been successful in the Surat cotton area, and also in the Kumpta cotton area in the south of the Presidency, in each of which pure strains of cotton have been isolated, introduced into cultivation on a large scale, and are highly appreciated both by the cultivators and by the trade. We are not, however, staying there, and in the Kumpta cotton area, Mr. Kottur has succeeded in obtaining a cross between Kumpta and another type of cotton, which promises well to have as good a staple as Kumpta but a much higher ginning percentage and a much better colour. It will be two or three years before this will be ready for distribution, but everything points to it as a very substantial advance. Further selection of Surat has led to a further improvement on the 'Surat I A' now being distributed. In the adjoining district of Broach, selection of strains of cotton suitable to this area is being carried on, and probably next year we shall be able to start distribution operations on a large scale. I may note that investigation on methods of increasing the yield of cotton at Surat by adopting a system of growing cotton on ridges is very promising, and has so far given excellent results.

Sugar-cane and Potato.

"Sugar-cane research, which is largely, thought not entirely, concentrated at Manjri (Poona), has been conducted under difficulties during the last three or four years owing to famine conditions and the resulting shortness of water. The principal results hitherto obtained were mentioned by Mr. Keatinge in last year's report, and the chief matters now under investigation are as to how the very large present cost of manure can be reduced, and the discovery and development of alternative types of cane, chiefly early ones, to the Pundya variety now almost exclusively cultivated. Great success has already been reached in both directions.

"There are few crops whose cultivation is surrounded by more difficulties than potatoes, and serious investigation into the crop and its troubles during the last years has increased vastly our knowledge of these, which are almost all entirely different from those known in

Europe. During the year, under a committee presided over by Dr. Burns, progress has been made in the study of the tambera disease and the various rots of the tuber. The tambera disease is now definitely a conquered foe, and large scale demonstrations are being undertaken this year. These investigations have been partly financed by the Sir Sassoon David Trust Fund and partly by the Union Agency of Bombay.

Rice Cultivation.

"Our research work on rice is developing. The plant breeding expert has already been able to select strains from Kolamba rice which will give at least 33 per cent increased outturn, and even this result will probably be exceeded in the future. The multiplication of these high yielding strains will be the next step, together with the selection and development of others still more valuable. Very detailed work is also going on at the Karjat rice station to determine the various factors which contribute to obtaining a maximum yield of rice. This latter work will be ultimately of very great importance and the cost of erecting a laboratory in connection with this study has been provided by the Sir Sassoon David Trust. In the case of rice the question of manuring assumes special importance, and the general value of bone meal as a manure has now been proved and is ready for extensive demonstration.

"The results of many years' works on the mango have been published during the last year, but vigorous work is going on both at the Ganeshkhind Gardens and in the Konkan on the grafting of the crop, on the treatment of its diseases, notably the loss due to the fruit not setting. This last affection seems to be very largely due to an insect—the mango hopper—and the best method of dealing with this is under close study. The work on other fruits follows chiefly on the lines sketched by Mr. Keatinge last year—and now that we have an officer specially and solely for horticulture, work in this direction should go ahead with great rapidity. This is important because there is great scope for the development of the fruit industry in Western India.

Cattle Investigations.

"The cattle investigations consist chiefly of efforts to maintain and improve the chief breeds of the Presidency. So far we have only been able to establish farms for this purpose for the Kankrej breed of Gujarat at Chnarodi and for the Mysore breed at Bankapur. The former is now of old standing, and the herd there, which is regularly drawn upon for breeding bulls for the villages, is certainly the finest collection of typical Kankrej animals in India.

"Research is also being directed to the improvement of both the Kankrej and the Sindhi animals as milkers, the former in Gujarat and the latter at Poona, with the result that our dairies are gradually eliminating all but the best milk stock, and their yield of milk per animal is increasing, while we shall henceforward be able to distribute a limited number of bulls derived from known good milking strains.

"The cattle work is in process of very rapid development, and the primary object at present is to establish a breeding herd of the finest types of animals for each of the great breeds of the Bombay Presidency.

Agricultural Engineering.

"Very carefully conducted investigations into the value and suitability of various types of motor tractor in the black soil areas of the Bombay Presidency have been conducted by the Agricultural Engineer the results of which will be very shortly published. Our knowledge of the sub-surface water conditions in the alluvial areas of northern Gujarat is rapidly increasing as a result of many borings made in that area, which I hope in the near future will enable us to forecast the character of the water likely to be tapped by boring. This will mark a great advance on the present system of taking one's chance of hitting water or not, or its being salt or fresh.

Supply of Pure Seed.

"The other section of the work of the Agricultural Department is work directly for the public. The Agricultural Department has become the source from which alone the supply of pure seed of the best types of several of the crops of the country can be obtained and the supply of this seed at any rate in the case of cotton has become a very large business. We shall be able to delegate a large part of the distribution in the future. I hope, to Co-operative Societies and other local bodies, but we shall always have to maintain the pure types and multiply them at least to a limited extent. In some cases our work has consisted and consists merely in the transfer of a desirable type of seed from one part of the country to another, such as the supply of Akola bajri or Parner wheat, or the like—but in the absence of a trade agency or a co-operative agency for doing these things, it is a matter which the Agricultural Department itself has had to do.

"Other great needs of the public which we have organised ourselves to meet are supply and use of boring tackle for finding underground water. Another line of activity is the supply of information and advice in the matter of the installation of farmers' pumping plants and other agricultural machinery. The agricultural engineer's department has successfully developed steam ploughing in the Southern Division for the cleaning of weed-infested land, and the whole tackle and arrangement will be handed over to private agency during the present year.

Famine Work.

"We are also supplying the public need in the matter of premium bulls, for which there is an increasing demand. In Gujarat we can supply from our own pedigree herds; in the rest of the Presidency, so far, we have to obtain the best in the market, until our own pedigree herds are established. The premium bull business is tending very rapidly to extend in the present year.

"We have undertaken also during the past year the control of famine cattle camps in the Poona and Ahmednagar districts both for the Collectors of the districts and for Charitable Funds. We undertake moreover to grow, prepare by shredding, bale, and store, as a famine measure, Kadbi at our farm at Kopergaon and grass at Chharodi. We shall also undertake the storage of Kadbi fodder on a much larger scale for the same purpose at Karajgi (Dharwar) in the present year, and Government have sanctioned a scheme whereby our responsibilities will be largely increased in the same direction in Gujarat in the near future.

Educational Activities.

"I look upon our educational activities both at the Agricultural College at Poona and at the five vernacular agricultural schools in the districts as being the most vital part of our propaganda for the adoption of improved and more profitable agricultural practices. And on the whole they are steadily becoming more effective. The number of students at the Agricultural College is now about 200, and it was never more popular. Most of the students have, and take, the opportunity after leaving the College of being the apostles of improved agriculture in some manner or other. The schools are increasing in numbers (one new one having been opened this year) though not so fast as I should like to see. The earlier schools maintain their popularity and are even increasing it. The Loni school has more boys than ever before, and its students are in demand."

A discussion then followed. Rao Bahadur Dadabhai P. Desai suggested the introduction of lessons on agriculture in the books taught in village primary schools, to spread a better knowledge of the elements of agriculture among the agriculturists.

Dewan Bahadur K. K. Godbole said, if the results achieved by the department by its research work, particularly in connection with sugar-cane, grass, rice, etc., were taken advantage of by the people it would lead to a considerable increase in the produce of the presidency. Referring to bajri research, Mr. Godbole said that the department was at present engaged in finding out a drought resisting bajri seed and if this seed was discovered it would make a revolution in the famine tracts of the presidency. If they could produce bajri in areas where rainfall was only two or three inches, then the miseries of the people in times of famine would be considerably reduced. Proceeding, Mr. Godbole suggested that in future the agricultural department should confine their efforts to research as regards the selection of seeds, the introduction of new crops, the methods of crossing and securing better seeds, etc. In his opinion the propaganda work in the districts ought to be handed to a large extent than at present to the Revenue Department, which was equally interested in the well-being of the agriculturists, and should mainly be confined to making demonstrations for establishing the value of new methods.

Rao Bahadur G. K. Chitale urged that all efforts should be directed to improving the conditions of those particular areas in the presidency which generally suffered from famine.

After some further discussion Dr. Mann, replying, said the suggestions made at the meeting in regard to re-search work should be carefully attended to.

Dealing with the question of rural education Mr. G. K. Devdhar said he would divide the primary education course for rural areas into two parts. The first part should be the same as at present up to the fourth or fifth standard, and then in the second part lessons leading to the knowledge of co-operation and agriculture be introduced.

Dr. Mann said he had a conversation on this subject with the Minister of Education, who had agreed to allow an experiment to be made in twenty rural schools where, after the fourth standard course, reading books dealing with rural subjects would be introduced. These schools would be run by a man who had a special training in rural and agricultural work and, if it was found as a result of the experiment that the boys who had undergone this special course were in no way inferior to the other boys who had passed through the usual course, then the Minister was willing to extend the experiment.

Bureau of Information, Bombay.

EDUCATION.

Muhammadan Pupils.

Fee Concessions.

[Madras.]

At a meeting of the Legislative Council, held on the 14th February 1921, the Government accepted a resolution moved by Khan Bahadur Muhammad Usman Sahib Bahadur relating to the admission of Muhammadan pupils in private aided institutions in the following terms :—

That this Council recommends to Government to take early steps for enabling Muhammadan and backward class pupils and students to study in all private aided schools and in all colleges on half-fee as is the case in all Government educational institutions other than elementary schools, the Government undertaking to make good the loss which the management in the case of private aided institutions would sustain on account of this concession."

The Director of Public Instruction now submits a draft of the amendments to the Madras Educational Rules and the Grant-in-aid Code with a view to give effect to the terms of the resolution. The Government approve the proposed amendments.

EXCISE.

United Provinces Excise Committee.

ITS REPORT.

Introductory.

Terms of Reference.

The Committee was appointed by United Provinces Government resolution no. 238/XIII—14, dated the 22nd March 1921. The subjects which it was to enquire into, and report on are :—

(1) Whether the fixed fee system for the sale of country liquor should be substituted for the auction system, and, if so, in what areas;

(2) Whether in any cities the Excise Advisory Committee should be converted into Licensing Boards, with power to determine the number and situation of shops for the sale of excisable commodities, and, if so, in which cities and with what changes in the constitution of the Committees should this experiment be introduced;

(3) Whether it is necessary to fix a minimum number of liquor and drug shops as is the practice at present;

(4) Whether there should be any change in the hours of sale of liquor and drugs;

(5) Whether any variations should be made in the incidence of the duties levied upon excisable commodities to give effect to the policy of raising the maximum of revenue, while limiting consumption to a minimum;

(6) Generally, whether any and what amendments should be made in the United Provinces Excise Act and the rules made thereunder.

Subsequently the following additional questions were also referred to the Committee :—

(*a*) The opening of liquor shops at fairs and festivals.

(*b*) The strength of the establishment, including the necessity for retaining the post of Assistant Commissioner.

(*c*) The trial of excise offences by excise officers.

Fixed Fee Systems.

The views of the Indian Excise Committee.

The first question referred to the Committee is that of the substitution of the fixed fee-system for the auction system. The question is not a new one; the advantages and disadvantages of the latter system are given fully on paragraphs 193-4 of the

report of the Indian Excise Committee 1905-6, and may be usefully reproduced :—

193. As a system of disposal in combination with a fixed duty the advantages claimed for sale by auction are, first, that it throws competitions open to all vendors approved by the Collector and avoids favouritism and jobbery ; second, that it prevents the creation of vested interests ; third, that it provides an automatic way of ascertaining and securing to the public purse the monopoly value of the privilege sold, while enabling taxation to adjust itself to local and temporary variations ; and fourth, that by means of the comparison of shop rents and issues it affords an indication of the prevalence of illicit practices.

194. The disadvantages which its critics find in the system are, first, that it is not worth the while of a man who can make a living otherwise to enter the business if his interest may be terminated at the end of a year by circumstances beyond his control ; that in many cases the vend rates have reached a point at which an honest profit is not possible, and that in consequence the competition is restricted to persons who are prepared to make dishonest gains ; that blackmailing of respectable competitors through threats of outbidding them is not uncommon both before and at the auction ; that the system involves loss of dignity to Government, more particularly when the auctioning officer attempts to induce rivalry by the introduction of outside competition or is reduced to haggling with an individual who has secured a hold over a particular locality ; and that it throws a steadily increasing amount of unpleasant work upon the Collectors and the officers of their staff.

In respect of the second of the advantages claimed it is urged that, while it is true that the system avoids the creation of vested interests, it goes much too far in the opposite direction ; that it renders fixity of tenure impossible and removes all encouragement to respectable management ; that it throws the liquor traffic into the hands of a set of shifting licensees who frequently have no other interests in the localities in which they have their shops and are forced to look to the liquor trade for their sole livelihood ; that it puts obstacles in the way of necessary changes of sites of shops, structural alterations and sanitary arrangements ; and that there are less objectionable means of securing the end in view.

With regard to the third advantage it is the exception, rather than the rule, for the value of a shop ascertained by auction to be a fair value. At the best it is a speculative value depending on the sales of the past year and hopes of the future. To this element of uncertainty are usually added others much more serious. Rivalry, not unfrequently stimulated by unwise subordinates, a spirit of gambling, the excitement of an auction, reluctance to quit a shop in which the holder or his family have been interested, the loss of outstanding debts, the fact that a hereditary drink-seller must hold a shop of some sort or be unable to ply his calling, all tend to inflate the prices. On the other hand, frequent combinations and rings or the absence in the case of small shops of any real competition tend to reduce them to a

minimum. The net result is that, instead of country spirit paying a known and definite rate of taxation, it pays one which varies largely through causes over which Government has no control, while the total of it sometimes exceeds the total taxation on foreign spirit.

To the last of the arguments in favour of the system it is replied that the auction purchaser, by reason of his having to pay a high competitive price for his privilege of vend, is directly impelled to make money out of his temporary possession of the right by every means in his power, licit, or illicit, in other words that the system induces the very malpractices of which it is expected to give an indication; and from more than one province instances are cited in which extensive sale of illicit liquor appears to be the only explanation for shop-keepers being able to continue buying shops at high prices year after year. It is further objected that the high price paid forms the strongest possible stimulus to push sales to the utmost extent in order that the vendor may cover his expenses and make profit before he has again to fight for the privilege, and possibly lose it; and that instead of making the shop-keeper an aid to the establishment the system throws him into direct opposition to Government.

Subsequent change in circumstances.

In the fifteen years that have elapsed since the report of the Indian Excise Committee was written, public opinion on this subject has advanced a great deal and has found expression in no uncertain voice. Much greater emphasis is now laid on the defects of the auction system; and the connection of Government officers with such auctions is felt to be more of an anachronism now than it was fifteen years ago. The system has in the meantime itself undergone certain modifications and excise auctions have recently tended to become excise settlements as the highest bids have frequently not been accepted. These changes have mitigated some of the evils connected with the auction system, but have at the same time reduced its importance as an automatic test of the monopoly value of the industry and as an indication of the existence of malpractices.

The fear of establishing vested interests, which have been such an obstacle to temperance reform in England, has been the main reason for the retention of the auction system; but the province of Bombay experimented on a large scale with a fixed fee system from 1912 to 1917 and in Bengal a surcharge system has been introduced in eleven districts from 1917. From 1918 Bombay returned to a system of triennial auctions; but Bengal has been encouraged by the results of its experiment to extend the surcharge system to the whole of the province.

A new factor of great importance has been introduced by the constitutional changes which have converted excise into a "transferred subject" under the full control of the Legislative Council and made it essential that the system of excise administration should conform to the general policy laid down by the Legislature.

Auction system inadvisable.

The Committee believes that recent experience, taken as a whole, has confirmed the opinion of the Indian Excise Committee of 1906 which was definitely adverse to the retention of the auction system. Its defects are inherent and are realized more and more fully, while its advantages tend to diminish. We believe that its further retention is undesirable and that some system must be substituted for it which would permit of the control of consumption in accordance with whatever policy is laid down by the Legislature. That control can only be exercised by controlling prices and it cannot be combined with any system of auctions. It is on the other hand, quite compatible with a fixed fee or surcharge system and the Committee believes that the drawbacks to those systems which have hindered their introduction can be adequately guarded against. In short, the Committee is of opinion that the auction system should be abolished and that its task is reduced to considering which of the alternative systems should be introduced.

Different fixed fee systems.

In a fixed fee (or a surcharge system) the right of vend is not leased out to the highest bidder at an auction. A respectable vendor is chosen, and he is allowed to sell, paying to Government either a fixed fee for the year irrespective of the consumption, or a fee on each gallon or seer sold. Under the surcharge system, this fee may be constant, regardless of the total consumption, or it may be graduated so as to be heavier as the consumption increases. In the latter case, if the price of retail sale is fixed at the same time it is obvious that a limit is reached where increased consumption not only does not bring further profit to the vendor but causes an actual loss. This is the system now in force in eleven districts of Bengal and which is going to be extended to the whole of that province from the 1st October 1921. It appears to be equally approved of by the Excise Department and by the chief temperance organizations in the province.

A surcharge system with a fixed fee per gallon has been tried in Muzaffarnagar from 1916. But the prices of retail sale have not been fixed and there has been no graduation except that different rates of surcharge were fixed for urban and rural shops respectively. This system has been extended to six other districts of the United Provinces from the first April 1921.

The system experimented on by Bombay and the Central Provinces and rejected by them after some years' experience was a genuine fixed fee system. The fee charged was not per gallon or seer of issue, but was based upon an estimate of the probable sale for the year at a particular shop. The general criticism of such a system is that it involves making an estimate of the real value of each shop which, in fact, cannot be estimated with any accuracy. The Committee accepts this criticism as valid and believes that a workable system can only be found by abandoning the attempt to estimate the real annual value of shops and by substituting for the license fee of the auction system a system of surcharges on each gallon or seer issued to

the shops, assuring to the vendor the possession of his shop from year to year, provided he has carried on his business in full accordance with the rules framed for his guidance. Retail prices and surcharges can be so regulated as both to control consumption in the interests of the public and to assure to the vendor a fair profit and to the State a full share of the monopoly value.

Their defects re-examined.

The Committee is aware that a fixed fee or surcharge system has met with severe criticism, more especially as the result of the experience of the working of the fixed fee systems in Bombay and the Central Provinces. The principal defects alleged are four in number .—

(*a*) That it does not bring the same revenue to Government as the auction system.

(*b*) That it is in fact impossible to control prices.

(*c*) That by giving continuity of tenure to a licensee it tends to the creation of undesirable vested interests.

(*d*) That it results in the corruption of subordinates by licensees in a much larger degree, as they have more money to bribe with, and the subordinates have a much greater voice in the decision of the question whether the licensee shall remain or go.

The Committee has considered these points carefully, but it believes that with proper regulations these defects can be avoided or mitigated and that the fourth defect, which is the most serious of all, attaches equally, or in an even greater degree, to the auction system.

(*a*) First, as regards the *loss of revenue*—by raising the still-head duty and the surcharge, and by fixing suitable retail prices it should not in the opinion of the Committee, be difficult to secure to the public purse a full and equitable share of the monopoly profits. This view is supported by the experience of Bengal. The graduated system of surcharge fees, as worked out in Bengal, does not, we are assured, result in any loss of revenue and we are of opinion that by carefully working out the rates there should be no fear of the State not getting its fair share of the monopoly profits.

(*b*) As regards the *control of prices*—the Committee fully recognizes the difficulties of the problem, more especially in rural areas. The problem is however largely an urban one even in these predominantly agricultural provinces. Almost exactly half the total consumption of country liquor and of opium is in towns of a population of over ten thousand, although their total population is only 7·7 per cent of the total for the provinces ; and with the growth of industries this tendency is likely to become even more marked. The Committee believes that in urban areas, at any rate, the control of retail prices is quite possible ; and even in rural areas the evasions need not be extensive, if the Excise department is

adequately manned and carefully controlled. Some evasion is probable but it need not be serious and control of prices is essential to the control of consumption and to the realization by the State of its full share of the monopoly profits.

(*c*) Next as to *vested interests*—the Committee recognizes that the danger exists; but at the same time we think it possible to provide against it, by making a definite legal provision that no licensee has any interest in the vend beyond one year's right to sell. The license would be non-transferable. Contracts would be given definitely for one year only and would be resumable at the end of the year. On the other hand, we propose that with these safeguards, a respectable licensee should have continuity of tenure assured to him so long as he carries out his part of the bargain faithfully and no malpractices are proved against him. The advantage of this provision is that a licensee who has no certainty of continuing in his shop in the following year is in different about building up a respectable business, but is eager to extract as much money out of it as possible before his term comes to an end, and does not care what methods he employs to secure this end.

(*d*) As regards the *effect on the excise staff*—in our opinion it is not easy to eliminate malpractices whatever system is adopted; but the danger is if anything greater under the auction system than under one which secures a fair but not an excessive profit to the licensee. The desire to sell after hours, or to forbidden persons, or at a high rate of profit in order to pay for the annual bid (which may be an impossibly high one) probably leads vendors to more malpractices under the auction system than are likely to occur under the other system.

It has been alleged that a surcharge system encourages illicit sales because payments to Government depend directly on the amount issued to the shop from the bonded warehouse; but under the auction system a similar incentive may be afforded by the hope of getting the shop next year at a lower price. On the other hand, by fixing the rate of retail sale at such a figure as to ensure to the vendor fair wages for his services the temptation to resort to dishonest methods is minimized.

The possibility of continuity of tenure may tend to increase the temptation to bribe the staff, but against this should be set the facts that much less capital is at stake and that the staff would not be faced with cases in which they know that the licensee cannot fulfil his contract without resorting to dishonest means. Moreover, there will be fewer changes and it may be expected that the higher officials will have greater personal knowledge of the licensees and will therefore depend less upon the subordinate staff.

Bengal system to be adopted.

The Committee has accordingly come to the unanimous conclusion that the auction system should be abolished and that a system analogous to that of Bengal should be gradually introduced in the United Provinces. We think that this would ensure a cleaner trade. With fair profits and continuity of tenure assured, there would be an incentive to traders to go straight. There will be no shifting set of licensees to deal with each year; none of the unseemly incidents which are connected with the annual sales. The change would also tend to improve the morale of excise officials. Consumption would be controlled better than is possible under the auction system, because, as explained already, the rate of profit made will diminish steadily as consumption increases till a limit will be reached to go beyond which will cause an actual loss to the lincensee. The control of consumption may thus be said to be almost automatic. Also the rate of the duty can be changed at any time if consumption increases unduly in any area.

Areas suggested for the introduction of the Bengal system.

As regards the areas in which the new system is to be introduced the Committee recommends that the Bengal system should be introduced gradually throughout the provinces. We do not recommend its adoption in the whole province at once, because the system is more complicated in its initial working out than the auction system, and the present excise staff must be increased and given adequate training before the new system can be worked successfully on any very large scale. At the same time, we recognize that the auction system cannot be even temporarily maintained in conjunction with a surcharge system and that it must be abolished throughout the provinces. We propose therefore certain areas for the introduction of the Bengal system at once, and in the rest of the provinces we recommend, as an intermediary stage, the extension of the Muzaffarnagar system of surcharge duties for liquor, with this modification that the prices for retail sale will be fixed.

Muzaffarnagar system to be introduced in the rest of the provinces as an intermediary stage.

Our reasons for introducing this system as an intermediate stage is twofold—first, it is slightly simpler in its working, though not so scientifically perfect as the Bengal system, and many of the excise officers have experience of working it; secondly, that it will afford an opportunity of seeing the two systems working side by side and of comparing results. This will enable Government to fix with greater precision the sliding scale of surcharges when the Bengal system comes to be introduced generally. We recommend the fixing of prices, for retail sale even in areas where the Muzaffarnagar system is introduced, because, in our opinion the first essential for the control of consumption is the fixing of prices, which is also necessary to prevent smuggling between areas under different systems.

The suggestion has been made that one system should be applied to cities where the main problems are found and close supervision is possible, and a simpler system in the rural areas. The conditions of

the two classes of areas differ in important respects such as for example in the greater danger of illicit distillation in the rural areas and the wider prevalence of other kinds of malpractices in the large cities. The Committee has considered the proposal, but is of opinion that such an arrangement would not be likely to work well in practice. An auction system cannot in any case be retained; different methods of control in the two areas would almost certainly lead to friction; and unless the systems of sale and the scale of prices were approximately the same in both areas the resulting administrative difficulties would outweigh any advantages resulting from a simpler system in the rural areas.

Drugs.

In selecting the areas for the immediate introduction of the Bengal system the Committee was guided by the following considerations. The contracts for the sale of drugs (*ganja*, *charas* and *bhang*) are given out for three years in each district; and roughly speaking a third of the province is settled each year. The present system is to farm the right of vend throughout a pargana to one contractor. The latter gives sub-leases of individual shops. It has been decided to abolish this system as the contracts fall in and to settle each shops separately; and this change of method affords a good opportunity of introducing the new system.

The Committee accordingly recommends that nineteen districts should have the Bengal system introduced for drugs from April, 1922, and the remaining districts from 1923 and 1924 as the periods of their contracts expire. From 1st April, 1924, the whole of the province will thus be under the new system so far as drugs are concerned.

Liquor.

In the case of liquor also we propose the eventual introduction of the Bengal system throughout the provinces, but the Excise Commissioner does not consider that such a large area can be dealt with at once by the existing staff and the Committee agrees with this view. It is necessary therefore to select the districts with which to begin. Obviously it would be advantageous from an administrative point of view to have areas in which the new system may be introduced completely, *i.e.*, in respect of all excisable articles; and this would involve fixing on all or some of the 19 districts; named above in the case of drugs. They lie, however, scattered over the province—a circumstance which would make the work of administration difficult, more especially the prevention of smuggling—and it is necessary to make the area as compact as possible. Further, the problem being so largely an urban one the bigger cities should be included. The Committee suggests the area including ten districts as satisfying these conditions:—

In all these districts the Bengal system should be introduced from 1st April, 1922:—

Foreign liquor.

The Committee has considered whether a similar system of control should be introduced for foreign liquor. This has not as yet been attempted

in Bengal, the principal difficulty being that of the control of the sources of supply. The possibility of introducing such a system should not be left out of consideration, but the Committee does not consider that it can be attempted at present.

Tari.

With reference to *Tari*, the Committee understands that the present position is that a tree-tax system has been introduced in two tahsils of the Gorakhpur district, combined with a shop to shop settlement under the auction system. In that area a surcharge system can be introduced by imposing a surcharge per tree but in the rest of the provinces there is no basis on which a surcharge can be calculated. The possible alternatives appear to be the extension of the tree-tax system, combined with a surcharge per tree; and the introduction of some form of fixed fees based on previous payments. The former would be more in accordance with the general proposals of the Committee but would involve a considerable increase in the subordinate staff.

Opium.

Opium goes naturally with drugs in the case of which the Committee has proposed to introduce the Bengal system as soon as the period of the present contract expires in each district. The opium contracts will expire all over the province in March 1922. We recommend that the Bengal system be introduced throughout from 1st April, 1922.

Licensing Boards.

Excise Advisory Committee to be remodelled in view of altered circumstances.

The next important question referred to the Committee for enquiry is that relating to the establishment of Licensing Boards in place of the existing Advisory Committees. The rules governing the latter are contained in articles 93, 94 and 94A of the Excise Manual. They exist only in municipal areas and consist of four members elected by the Municipal Board and two appointed by the Collector. Their principal duty is to recommend every three years the maximum and minimum figures for excise shops and to express their opinion about the location of shops. From the opinion given before the Committee it appears that the work of the Advisory Committees varies considerably from district to district in the provinces but on the whole they have not been a success. The reason given is that their power is limited to recommendations which may or may not be carried into effect. It is said that under these conditions the members lose all interest and feel they are wasting time.

These provinces have no experience of Licensing Boards; but we have had the advantage of discussing the matter with Rai Bahadur S. K. Raha, Deputy Commissioner of Excise in Bengal, where a Licensing Board has existed from some years for the city of Calcutta That Board consists of four officials and three non-officials

and deals only with the questions of number and location of shops. A similar Board was constituted in Madras in the year 1918.

The Committee recognizes that excise is now a transferred subject and will thus be increasingly under popular control and with popular responsibility. It considers that, in recognition of this very important change of principle, Licensing Boards of a predominately non-official character and with wide powers and a corresponding degree of responsibility should be constituted in the larger cities of the provinces. In the other municipalities, Advisory Committees should remain as at present. Further, we recommend that the same principle should be extended to rural areas by forming separate Advisory Committees for them.

Advisory Committees should be established for rural areas also.

Licencing Boards cannot, for obvious reasons, and in the absence of any local experience, be extended to the whole of the provinces, or even to all towns at once, but we consider that they should be tried on a scale which will provide a full and fair test of their working in the larger cities. The Committee has therefore selected eight cities for the experiment.

Licensing Boards to be established in selected cities.

It will be seen that these include all the larger divisional headquarters, together with Cawnpore and Moradabad, both of which, though not divisional headquarters, are large and populous towns. We wish to make it clear that in excluding other places, we do not imply their unfitness for Licensing Boards, but merely that it is necessary in introducing a new experiment (as yet untried on the lines proposed by us anywhere in India) to proceed with caution while at the same time assuring a full trial.

As regards the constitution of such boards, the Committee proposes a radical difference from Calcutta, in so far as we recommend that the Boards should be almost wholly non-official. This is, in our opinion, a necessary consequence of the new constitutional principles which have been applied to excise and it also makes for the proper training of the public in the exercise of a more effective control over the excise administration. All the cities above-named have strong Municipal Boards with non-official chairmen.

Constitution.

The suggestion has been made that Municipal Boards should appoint a Sub-Committee to act as the Licensing Board, but although Municipal Boards should be adequately represented on the Licensing Board, we consider that it is necessary to assure from the start that other interests deeply concerned in excise matters should also be represented on the Board. We accordingly recommend an independent Board constituted as follows :—

1 non-official chairman of the Municipal Board, to be chairman of the Licensing Board.
2 other members elected by the Municipal Board.
1 member elected by the principals or headmasters of colleges and high schools in the city, such colleges and

high schools being recognized by the University established by law, or by the Education department of Government.

1 member nominated by Temperance Societies (registered under the law) in the city. If the societies nominate more than one person, the district officer should choose one from among them. If the societies fail to nominate any representative or if there is no any such registered society in the city, the district officer should appoint a person to represent the interests of temperance.

1 member from the labouring classes, to be appointed by the Collector.

1 member representing the excise trade, to be nominated by the local excise licensees.

1 Assistant Excise Commissioner for the area, to be a member and secretary of the board.

Total 8

The board so constituted should hold office for a period of three years only. As the board is (with the exception of the secretary) entirely non-official, it is necessary to have a considerable number of members in order to secure a wide representation, but the Committee considers that a board of eight members should not be unwieldy in working. The Calcutta Licensing Board has seven members.

Functions.

As regards the functions of the board also we are prepared to recommend an important change as compared with Calcutta or Madras. In those cities the board deals only with the question of the number and location of shops. We propose, in addition, to give to the board the power of selecting the licensees, so making it, as its name implies, a real Licensing Board. The actual selection of licensees may not be directly connected with the interests of temperance but the Committee considers that it is advisable to give this power in order to make the members feel that they have a real power over the excise administration of the city and thus to stimulate their interest in the working of the board, and save it from the fate which which has overtaken many of the old Advisory Committees.

It is necessary to discuss in detail our proposals in respect of each of these three functions of the board.

The extent to which the number of shops may be reduced by Licensing Boards in the absence of local option.

First, as regards the number of shops—we observe on the one hand that the number of excise shops in these provinces is proportionately larger than in Bengal and is capable of reduction. While not accepting the principle on which the present minimum standards were fixed and although prepared for a large reduction in the number of shops, we recognize on the other hand that no board ought to have the power of forcing total, or even almost total, prohibition without the full consent, expressly

given, of the local inhabitants. Although therefore we propose later on the abolition of a fixed minimum number of shops for any area, we feel it necessary to provide some safeguard for the judicious exercise of their powers in this respect by such boards. It is proposed, therefore, that a board shall not, during its term of three years of office, reduce the number of the several classes of excise shops existing on the day when it came into office by more than one-third of each kind of shop (liquor, drugs or opium) ; subject to the further limitation that the number shall not be reducible by any succeeding Licensing Board to a lower figure than one-third of the number existing when such boards were first constituted.

A power to reduce the existing number of shops to one-third is obviously a great advance from the point of view of the worker for temperance. The fact however that this reduction of two-thirds will only be possible in seven years and then only if three successive Licensing Boards decide to exercise their power of reduction in full seems to provide an adequate safeguard against any unduly extreme measures.

The proposals of the Committee relate to the powers of Licensing Boards only. They would be subject to the provisions of any legal measure of local option which might be enacted during the term of office of any Licensing Board. A further consideration of this subject will be found in paragraph 44 (2) of this report.

Next as regards the location of shops, we propose to give absolute powers to Licensing Boards subject to the general rules on the subject laid down in the Excise Manual and to the restrictions explained below. This power would enable the board to locate shops in conformity with sound principles and also, if this was considered advisable, to establish "dry" areas, that is to say, to demarcate areas where no excisable articles would be sold at all, *e. g.*, in the neighbourhood of important educational institutions. It is however advisable to provide a safeguard against any possible misuse of this power and we therefore propose to give the Excise Commissioner a right to appeal to Government against the decision of the board as regards the location of shops.

Full power to fix sites of shops.

The selection of licensees is a most important matter under the proposed system, for its success largely depends on the kind of person chosen. Ability to supervise shops personally and honesty are the principal requisites in the licensees. Education alone is not sufficient; nor does the possession of a large capital make a man a suitable vendor. In fact capitalists, who leave the actual work to managers and salesmen, should be sparingly licensed though they need not be altogether excluded ; and, as far as possible, no licensee should be given more than one shop. It is necessary, therefore, at the outset to select carefully from the existing licensees persons whose conduct has been thoroughly satisfactory and who may be trusted to supervise their shops personally. As fair profits are assured any person found

Selection of licensees.

guilty of malpractices should be at once got rid of. But having once secured a satisfactory set of licensees we should allow them continuity of tenure from year to year, taking adequate precautions against the creation of vested interests. In order to secure continuity to licensees with a good record, we suggest that an existing licensee who is refused renewal of his license by a Licensing Board should have a right of appeal to the Excise Commissioner, whose decision should be final if he agrees with the Licensing Board. If he disagrees, the case should be referred to Government for orders. It is, however, to be understood that this right of appeal is only given to the existing licensee whose licence has not been renewed and not to any other applicant for a vacant shop whose application may be rejected by the board. In cases where a shop is abolished altogether, the licensee will have no right of appeal.

It has been suggested that in allotting licenses a board should draw up a list of approved men and select from among them by drawing lots. Licensing Boards should be at liberty to adopt this procedure if they so desire; but the discretion of the board should not be fettered by any hard and fast rules in this regard.

Meetings.

The board will presumably meet several times in the year to transact such business as may have arisen. But no fixed period for its meetings need be prescribed, except that it must meet at least once a year to determine the number and location of shops and the licensees for the following year. This meeting ought to be well in advance of the beginning of the excise year to enable appeals, if any, from its orders being disposed of in time. In our opinion this meeting should be held early in January every year and the decisions should be communicated to the Collector by the 1st of February. If the decisions of the board are not received by the Collector by this date, he should carry out the necessary functions of the board.

Quorum.

The Committee recommends that a quorum of five should be prescribed. All adjourned meetings may however, as customary, transact business without a quorum provided that decisions taken at meeting at which no quorum was present should be subject to confirmation by the Collector.

Jurisdiction.

The existing rules (article 99 of the Excise Manual) prescribe that no excise shops shall be opened in military cantonments without the knowledge and consent of the Commanding Officer. For facility of administration, we propose that in such areas the Licensing Boards should not have jurisdiction, but that the shops be regulated as heretofore by Collectors in consultation with the Commanding Officer.

Licensing Boards, where constituted, should have full power over all kinds of excise shops, whether for drugs, opium, country liquor or foreign liquor. We would however exempt the following from their jurisdiction:—

Hotels; restaurants; railway refreshment rooms; dining cars; canteens; theatre bars; and occasional licences.

Advisory Committees for non-municipal areas.

We recommend the establishment of an Advisory Committee for each district, having jurisdiction in the whole of the district excluding municipal areas and cantonments. The powers and duties of these committees will be the same as those of the municipal Advisory Committees mentioned in article 93 of the Excise Manual. Their membership may be as follows:—

Three members elected by the district board.

Two members nominated by the Collector for the purpose of representing other interests, more especially education and temperance.

Further, to ensure similarity of treatment we recommend that rule 93 be amended by adding the words "for the purpose of representing other interests, more especially education and temperance."

[To be continued.]

FOREST.

Imperial Forest Service.

GOVERNMENT OF INDIA LETTER ON FUTURE ARRANGEMENTS FOR THE TRAINING OF PROBATIONERS.

With reference to the circular letter from this Department, No. 1170, dated the 17th September 1920, communicating the decision of the Secretary of State that probationers for the Imperial Forest Service should be trained at the Forest Research Institute, Dehra Dun, as soon as the necessary arrangements can be made, I am directed to forward a copy of a subsequent despatch* from the Secretary of State, No. 113—Revenue, dated 30th September 1920, in which, for reasons given, it is directed that the whole matter should be reconsidered.

I am now therefore to invite a reference to chapters III and IV of annexure VIII of the Public Services Commission's Report, 1916, concerning the Forest Department, and to forward copies of relevant extracts from the papers on the subject as noted in the accompanying schedule.*

2. It will be seen that the Government of India, when consulting local Governments regarding the proposals of the Public Services Commission, were inclined to favour the project of training both Indian and European recruits in India as soon as the necessary arrangements could be made at Dehra Dun, but, being subsequently convinced by the arguments adduced in the almost unanimous opposition of the local Governments to this project, they recommended to the Secretary of State that both classes of recruits should be trained at one selected University in Great Britain. The Secretary of State, however, decided that probationers both British and Indian should ordinarily be trained at Dehra Dun in future. On receipt of this decision the Government of India, after considering a note recorded on the 18th May 1920 by their Inspector-General of Forests, Sir George Hart, an extract from which is included among the papers enclosed, asked the Secretary of State to leave open the whole question temporarily. The Secretary of State declined at first to do so, but in view of a resolution unanimously adopted by the Empire Forestry Conference advocating the establishment of a central training institution, he has now asked for a full reconsideration of the whole matter and lays special emphasis on the desirability of ascertaining Indian opinion thereon. The Government of India have since received a copy of the Report of the Inter-departmental Committee on

*Not printed.

Imperial Forestry Education, which was appointed to prepare a scheme for giving effect to the resolution of the Empire Forestry Conference. It will be observed that that report does not deal specially with the subject of training for the Indian Forest Service but, as will be shown later, its recommendations, which, in brief, contemplate a course of higher training in forestry for students who have already received preliminary education in that subject, are capable of adoption whether the preliminary education be given in England or in India.

3. The various proposals regarding the training of probationers for the Imperial Forest Service may be summarised as follows:—

(*i*) Training in England and on the Continent for both classes of recruit, *i.e.*, British and Indian, as at present.

(*ii*) Training at Dehra Dun for both classes of recruit with subsequent visits to Continental forests. This is the scheme adopted by the Secretary of State before he recently decided to have the whole matter considered afresh.

(*iii*) Selection in England and India of recruits who have already undergone a preliminary education in foresty in England and India respectively, and higher training in England and Europe of all recruits together for one year at a central institution. This represents the method by which the recommendations of the Interdepartmental Committee would be applied to recruitment for India.

4. *The present system.*—Selection in England (60 per cent) and in India (40 per cent). Candidates in England required to possess an honours degree in science; those in India a first class degree of any Indian University in any subject. Candidates in India are required to pass a qualifying examination in English, Mathematics and two Science subjects, the standard of the examination in the latter being that of the honours science degree of the Madras University. Training in England for two years at either Oxford, Cambridge or Edinburgh University, the choice of University being left to the probationer. During the practical course of instruction the students are all together. Probationers are not finally appointed as members of the Forest Service until they join their appointments in India. The cost of this method is about £ 450 per candidate (a stipend of £ 200 per annum is given to each), but in addition those selected in England are given a free passage to India and those selected in India are given free passages to England and back.

5. *The Dehra Dun Scheme.*—Adopted by the Secretary of State in his despatch No. 14, Revenue, dated the 12th February 1920. Selection and qualifications as at present. Training for both classes of probationers at Dehra Dun. Practical instruction in European forestry to be arranged for by requiring that after three to six years' service officers should spend a short period in European forests. Probationers appointed in England to become members of the Forest Service at once and, when confirmed, to count service for pay, promotion and pension, from date of arrival in India to commence training. Owing to paying the students during their course of instruction and to the necessity of providing at Dehra Dun a properly equipped

educational institution and a full staff of competent teachers fo auxiliary sciences as well as for forestry proper, the cost per recru under this method is likely to be very high and is estimated, for two years' course only, at £ 2,000, exclusive of the cost of travellin in India, which is bound to be expensive and also of the cost of visit to European forests after training and a period of service in India This method might be modified by selection at school-leaving age by examination tempered by nomination. This would necessitate a three-year course at Dehra Dun instead of a two-year course and the expense would be almost proportionately higher.

The objections to training in India are fully dealt with in the papers forwarded. The proposal was met by almost unanimous and strong opposition from local Governments when it was first put forward, and local Governments' opinions are entitled to the highest consideration, since it is they who will pay and employ the staff recruited. The principal objections may be summarized here. They are:—

(*i*) Indian forests do not and cannot, for many years to come, possess the educational value which has been claimed for them by the Secretary of State; with the exception of small areas of artificial plantations India does not possess any forests such as exist in France, and other continental countries besides Germany, which exhibit the results of continuous scientific management over long periods of time.

(*ii*) Indian officers trained in England, in addition to the general advantages which must result from sojourn at an English University, acquire a status which they could not secure if trained in India.

(*iii*) The social assimilation of Indian and British recruits will be more easily secured in England than in India, however short the period of joint training may be.

(*iv*) The general atmosphere of India is not the best place for British adolescence; while, moreover, the general education, as opposed to the purely training side of the question, obtainable at a British University is incontestably more likely to fit a British, and for that matter, an Indian recruit, for his duties of administration later, than training at a specialized institution in India.

(*v*) The cost of training in India must greatly exceed that of training in England.

Against the disadvantages which may be urged it must not, however, be forgotten that many Indians would prefer their sons to be trained where some degree of parental supervision could be exercised, and that there may be advantage to the Government of India in having the training of probationers under their direct control. It must also be remembered that the deficiency in India of large forest areas which exhibit the results of continuous management over long periods of time is an argument that may be pushed too far inasmuch as it must mean that if such areas are a necessary complement of an institute for higher training in forestry, India can never be equipped with such an institute within a reasonably short period of

time. Further the defect might be cured by sending young officers to the Continent for a short period, in the same way as it may be necessary or desirable to send them to America for training as forest engineers. Finally I am to invite attention to the following passage in paragraph 9 of the Secretary of State's Despatch (No. 14-Rev., dated the 12th February 1920), in which he sets forth his reasons for preferring this scheme:—

"I am entirely in accord with the opinion that the joint training of European and Indian recruits at one centre is essential; but the practical difficulties in securing this in England are so great that I see no alternative to the immediate selection of Dehra Dun as the training centre. For many reasons it would probably be impossible to train the Indian Forest Service probationers at one institution in England; and, if training there were decided upon, the students would necessarily be distributed, according to their choice, among three or more Universities. The conditions which Your Excellency's Government and I regard as essential could not, therefore, be fulfilled. I have considered the question of establishing a Forest College for India, analogous to Cooper's Hill; but such a scheme would be very costly, and it would, I consider, be unjustifiable unless the proposal to train at Dehra Dun were definitely abandoned. Training at Dehra Dun offers, however, certain advantages which as you recognize, are so important that the definite abandonment of that proposal would clearly be inadvisable. The position as regards training in England has also changed materially as a result of the war; it will be impracticable for many years to come to utilize the German forests as a training ground, and I am advised that this will withdraw one of the most valuable of the educative elements in the system of training hitherto in force here. There are no forests in the United Kingdom suitable for the more advanced practical instruction of the probationers, and the forests of France and Switzerland are probably less useful as a training field than the Indian forests. Officers trained at Dehra Dun could be taught their practical work in the provincial forests, where their theoretical instruction would afterwards be applied in practice. While these considerations point to Dehra Dun as the most suitable centre from the point of view of the existence of an adequate training ground, the facilities for theoretical instruction, and particularly for instruction in the practical management of forests, are also superior to those now obtainable in England. The decision to maintain the existing age-limits substantially unaltered will remove the objection that Dehra Dun might prove an undesirable centre for English youths of 18 to 20; and Indian parents will, I anticipate, welcome an arrangement which will admit of the continuance of parental supervision and control over their sons during the period of training.

"For these reasons I have decided that probationers for the Indian Forest Service will ordinarily be trained at Dehra Dun in future, and I desire that Your Excellency's Government will now take steps to give effect to this decision at the earliest possible date. In a few exceptional cases, where probationers of unusual scientific

ability or attainments are recruited, it may be desirable to arrange for their training in Europe with the object of qualifying them for research work, or for appointments which demand a high degree of scientific knowledge and skill. Future recruits to the Indian Forest Service will have no practical experience of European systems of forest administration; and as that experience has proved valuable in the past, it will be desirable to supplement the course of training at Dehra Dun by a short period spent in the Continental forests. I suggest that this should be arranged when the officer has from three to six years' practical experience in India, and leave it to Your Excellency's Government to settle the details of the scheme. Study leave might be granted for the purpose; but whatever system be adopted, I hope that every directly recruited officer of the Indian Forest Service will ordinarily be required to spend at least six months in studying Continental systems of forestry before he has completed six years' service in India."

6. *The scheme of the Inter-departmental Committee.*—The receipt of the Report of Lord Clinton's Inter-departmental Committee may lead to a revision of previous opinions on this important subject. At the British Empire Forestry Conference held in England in 1920, it was brought to notice that whereas the Empire contains 1,200,000,000 acres of forest land, the possibilities of the development of which are very great indeed, there exists within the Empire no institution for the higher training of forest officers. The Conference therefore considered that a central institution of this kind was essential, and, as a result, the Inter-departmental Committee was appointed and has made its recommendations. After visiting the Universities in Great Britain the Committee, in view of the amount of education in forestry, up to the standard of the present Imperial Forest Service training, already being provided for, has not felt justified in disregarding it altogether or in recommending that *all* forestry education be confined to a central institution, but has recommended that the functions of the central institution should be confined to giving an advanced course of training to men who have already received the education in forestry which the Universities provide. The preliminary education, the Committee considers, should be up to the standard required at present, the Universities co-operating in a joint scheme to ensure as nearly as possible a common standard, while a central institution should be formed at Oxford for the higher training of those who have undergone the education in forestry obtainable at the Universities. The consensus of evidence before the Committee appears to have justified the belief that forestry education in England has reached a stage which will provide an ample field for the selection of candidates for the various forest services of the Empire, and it was urged to the Committee that the selection of candidates from among those who had completed a prior education in forestry would possess the following advantages:—

(*i*) Candidates appointed as probationers would ordinarily commence their service two, and in some cases, three years earlier than they are able to do at present.

(*ii*) The Governments concerned would not have to bear the cost of the preliminary education, which the students themselves will have acquired by taking the forestry course at the Universities. At present the only qualification for a probationership in the Indian Forest Service is the possession of an Honours degree in science, and the Government of India have at present to bear the cost of providing a training in forestry.

(*iii*) The Services will obtain better officers. The evidence received by the Committee justified the conclusion that young men who have taken up and persisted in the study of forestry from an earlier age, and at their own expense, will have done so because it appealed to them and that they are more likely to be interested in their profession than men who have primarily devoted themselves to the study of science, especially since the best science graduates are attracted by openings other than those to be found in forestry. In short, the argument is that the man who has taken up the study of forestry with a view to making it his profession is likely to do better than one who has adopted it later in life as an after thought and after acquiring a bias for a particular science.

7. The course of higher training at the central institution would last for one year, and the proposal thus involves the selection of probationers from among men who have already received, at their own expense, an approved vocational education in forestry and their subsequent higher training, at the expense of Government for one year at the central institution. The cost of this training would be approximately £ 450 per probationer exclusive of passages.

8. It is evident that if this scheme is adopted, provision must be made in India for a course of education in forestry so as to enable Indian students to obtain, before selection for training at the central institution, a qualification equivalent to the forestry diploma or degree obtainable at the British Universities. It would be necessary to replace the existing Provincial Forest Service course at Dehra Dun by one which would extend to three years, so far as possible up to the standard of the diploma of forestry at Oxford. Since the Forest Research Institute at Dehra Dun is a Government institution of a limited capacity it would be necessary to limit, both on account of the difficulty of training more than a certain number of students and because it would not be sound to train more students than the number likely to obtain employment, the number of students admitted, and entry to the course might be by selection and nomination by local Governments at school-leaving age after a qualifying examination in English, Mathematics, Physics and Chemistry up to the standard of the Oxford matriculation. The aim would be to secure a vocational training at school-leaving age in place of a post-graduate training. On the completion of a three years' course the number of probationers for the Imperial Service required for that year might be selected by the Government of India; the candidates obtaining the diploma but not selected for the Imperial Forest Service would obtain appointments in the Provincial Service, service in which would render them

eligible for promotion to the Imperial Forest Service in the listed appointments. The Indian probationers would be sent to England and would, together with those selected in England, undergo the year's higher training at the Central Institution. It is estimated that under this arrangement the cost of an Indian recruit would amount to about £1,500 exclusive of travelling expenses and that of a British recruit to £450. The extra cost of the Indian recruit would be on account of the cost of establishing and maintaining the vocational course of forestry up to the required standard at Dehra Dun, for though it will be expected of students to maintain themselves while at Dehra Dun, it is not proposed to charge them fees for tuition.

9. This scheme, though expensive as compared with the present system of obtaining and training Indian recruits, will be less expensive than that of concentrating all forest training of recruits, both British and Indian, at Dehra Dun. In the case of British recruits the expenditure involved will certainly be far smaller, while for Indian recruits the scheme provides that the greater part of their education in forestry shall be given in India, and gives them the benefits which a year's subsequent training in Europe cannot fail to confer.

10. The cost of £2,000 and £1,500 for probationers, as roughly estimated in paragraphs 5 and 8, respectively, of this letter may appear to be a deterrent factor in considering the schemes there discussed, but it must be remembered that the Provinces will probably in any event be asked to face large expenditure if they desire to continue the practice of having their candidates for the Provincial Service trained at Dehra Dun. The scheme for the enlargement of the Research Institute includes the project of removing the Forest College to a new site, and new buildings, lecture rooms, hostels, laboratories and so forth will have to be built. The cost of erecting these must be a basis for calculating the charges to be made to local Governments for training their candidates for the Provincial Service, and in addition there will be the cost of the teaching staff and other expenditure. There will be no great difference in the cost of erecting the necessary institution, whether it be for Provincial Service candidates only or for Imperial Service candidates as well, and since probably less than one-fourth of the men trained at Dehra Dun will be afterwards members of the Imperial Service, the bulk of the cost of maintaining the training institution (including interest on capital expenditure) will have to be recovered as charges for training Provincial Service men, and the extra cost of training an Imperial Service, as opposed to a Provincial Service, officer will not be great.

Forest Administration in the United Provinces.

REVIEW ON THE REPORT FOR 1920-21.

In accordance with the decision of the Government of India that the Forest department year shall in future coincide with the financial

year, the report of the Chief Conservator deals only with the nine months from the 1st July, 1920 to the end of March, 1921.

The financial results of the nine months show an increase of 4½ lakhs of rupees in gross receipts, a decrease of 6½ lakhs in expenditure, and an increase of 10¾ lakhs in the net surplus as compared with the 12 months, July 1919 to June 1920. The fact that the net revenue, Rs. 20,26,220, for nine months only, exceeded the average annual revenue for the last five years by over a lakh of rupees is very satisfactory.

As was the case in the previous year, the Utilization Circle shows a heavy loss of 14 lakhs, but this is due to the fact that under the ordinary Government procedure capital expenditure has hitherto been met from current revenue. If the capital expenditure had been debited to a separate account and only annual instalments of the principal and interest were charged against the revenue account, the two and a half lakhs revenue earned in nine months by the circle would have shown that this venture holds out promise of a great future. The above fact was pointed out in the review of the last annual forest report; but the criticisms made during the last budget debate by several members of the Legislative Council shows that it is necessary again to explain the position. No business venture, involving a large initial outlay on buildings and machinery, can show an immediate profit if capital expenditure is debited directly against revenue. This practice is also the main cause of the not infrequent criticism that the income of the Forest department has not risen in proportion to the expenditure. The expert staff for the sawmill and turnery arrived from England at the close of the year under review, and the financial results of their assistance will not be apparent until after the following year.

Experimental work was continued during the year, but owing to the early cessation of the monsoon and the ensuing period of severe drought most of the seedlings perished, and the record is, as the Chief Conservator says, a record of endeavour rather than of success. A notable exception occurred in the Afforestation Division where sowings were generally successful and the area under plantation was extended to 5,455 acres. Afforestation work was begun during the year in the ravine land of the Bah tahsil. In most places the owners of ravine land still regard afforestation proposals with suspicion, but the Government earnestly hope that the smaller zamindars, after seeing the success of these operations in ravine lands belonging to Government or to big landowners, will in course of time come to the afforestation officer for assistance and will cordially co-operate. The economic and climatic evils consequent upon the destruction of forests have been clearly explained and illustrated in a recent book by Mr. E. Benskin, Imperial Forest Service, entitled "Afforestation in the United Provinces." He estimates that in this province alone some millions of once fertile acres have become barren ravines owing to disforestment and that this area is increasing annually.

The resin industry enjoyed a fairly favourable season, but was adversely affected by scarcity and dearness of labour. The gross trading profit amounted to Rs. 3,30,745, considerably more than double the total of the previous year. Some new machinery, which is expected to increase greatly the efficiency of the factory and to repay its own cost in two years, is still awaited from England.

The number of offences against the Forest Act for the nine months under report was proportionately the same as in the previous year, but the Chief Conservator points out that the excluded months, April to June, form the major portion of the fire and cattle trespass season. In the Kumaun Forest Circle there was an epidemic of petty forest offences, due to the agitation fostered by the non-co-operators against the Forest department. No action was taken in most cases, as the forest officials did not wish to deal harshly with the villagers in the civil forest areas which had recently been reserved. Before the close of the year under report the Government promised the Legislative Council to appoint a committee to investigate the grievances of the Kumaun hillmen regarding the forest policy, and the report of this committee should shortly be ready. The knowledge, however, that this committee had been appointed did not prevent an unparalleled outbreak in May, 1921, of incendiarism which has caused vast damage to the Kumaun forests and therefore to the forest wealth of the province. This outbreak of lawlessness did not occur until after the close of the forest year under report.

The value of good roads, tramways, and railways was well demonstrated during the year by Mr. J. V. Collier who successfully extracted two lakhs of broad gauge sleepers, the generous gift of the Nepal Government to the Indian railways, from forests which with normal methods could not have been worked at a profit and would have been regarded as inaccessible. The importance of roads and bridlepaths has this year been further accentuated by the abolition of *utar* and the great rise in the cost of coolie labour. In the Kumaun Circle 145 miles of bridle-roads were constructed during the year, and the necessity of generous budget provision for roads and bridlepaths will have to be recognized for some years to come. The difficulty of carrying camp equipage will also necessitate a more extensive programme of forest rest-houses for touring officials, both in the hills and in the plains. The ropeway scheme for Almora, Naini Tal, and Kathgodam awaits the approval of the Secretary of State. When complete, the ropeway should be of great benefit both to the Forest department and to the public at large.

JAILS.

Prison administration in Bihar.

REVIEW ON THE ANNUAL REPORT FOR 1920.

The publication, after the close of the year under review, of the Report of the Indian Jails Committee is an outstanding event in the history of prison administration in India. The examination of the Committee's recommendations entails a review of both the general principles of that administration, and also of the details of all its branches. Pending such examination, which has already been initiated by the Government of India, the Governor in Council withholds comment on many of the points raised in the Inspector-General's report—such, for instance, as the after-care of discharged prisoners—particularly from the Juvenile Jail—and the further concentration of convicts in Central Jails and consequent reduction of status of certain existing District Jails.

Some of the changes recommended by the Committee involve considerable expenditure, which the provincial finances are not in a condition to incur all at once. Steps will, however, be taken to introduce as early as possible such measures of reform as are practicable.

The daily average number of prisoners fell from 9,793 in 1919 to 7,845, the lowest figure since 1917. As the registered accommodation was sufficient for 10,731 prisoners, there was a welcome relief from the difficulties, and dangers to health, which attended the general overcrowding of the jails during part of the year 1919. This relief is all the more welcome as an addition to the prison population will result from the decision to abolish the penal settlement at Port Blair. Instructions have already been issued prohibiting the despatch of fresh convicts, and the Local Government have agreed to take back, in suitable batches, the Bihar and Orissa prisoners previously transported to the Andamans. The initial fall in the jail population was due to the release of 1,620 convicts in connection with the peace celebrations in 1919, and later of 748 prisoners concerned in the Bakr-Id riots of 1917; the admissions in 1920 also fell to 42,053 against 59,835 in 1919, owing mainly to a decrease of 5,000 in the number of cases of the class "Offences against property," as a result of improved agricultural conditions, through good harvests relieving the general distress caused by the premature cessation of the rains in 1918.

The provincial finances, in consequence benefited by a reduction of over Rs. 1 lakh in the charges as compared with the previous year, in spite of an increase in the average cost per prisoner.

4. There was a very gratifying improvement in the health of the prison population, which had been a source of grave anxiety to Government. The daily average number of sick prisoners *per mille* of strength fell from 48·0 in 1919 to 42·1 in the year under review, and the death rate from 43·6 to 27·0 *per mille*, the lowest figure since 1915, the year in which began a wave of regrettably high mortality. The decrease is shared by all the jails in the Province except the Central Jails at Gaya and the District Jails at Chapra, Muzaffarpur and Purnea. In 11 out of 22 jails the rate of mortality was less than 20 *per mille*, but in the District Jails at Chapra, Balasore, Angul and Purulia, and in the Central Jails at Gaya and Hazaribagh, it was more than 50 *per mille* of daily average population. In Angui the jail population is small and individual deaths have an inflated effect on the percentage. At Purulia 50 per cent of the deaths were due to influenza. At Chapra and Balasore unrecognized hookworm infection and dysentery, respectively, were the factors mainly responsible; in the former jail prompt measures have restored normal conditions, and at Balasore there appears to have been an improvement at the end of the year. At Hazaribagh the explanation given is that low vitality failed to respond to treatment; the causes of this low vitality have been under investigation. At Gaya 34 out of the 44 deaths were of persons in bad or indifferent health at the time of admission.

As in the preceding years, dysentery was responsible for the largest number of deaths. Special efforts have been made from May 1919 to combat this preventible disease in the Bhagalpur Central Jail which were attended with complete success; during the 18 months from January 1918 to June 1919 there were 46 deaths from dysentery in that jail, but in the 18 months from July to the end of 1920 there was no death from this disease.

In the Province as a whole, the cases and deaths fell from 1,546 and 127 in 1919 to 858 and 52 in 1920; while the diarrhoea statistics show a similar improvement, for which improved economic conditions outside are no doubt partly responsible but credit must also be given to the adoption of incinerators, incidentally inexpensive, for the disposal of excreta and to close attention to water-supply.

The measures taken for the early detection and treatment of hookworm, which have shewn striking results in the Chapra Jail, should help to lessen the dysentery incidence, and improve the general health of the prison population.

The working of the Juvenile Jail at Monghyr continued to be satisfactory; 471 boys were dealt with in this institution during 1920, and the daily average population was 159 against 174 in the previous year.

The increase in the period of average detention of prisoners in sessions cases from 38·85 to 45·89 days and the unduly protracted detention of non criminal lunatics are unsatisfactory features of the year's working and the Governor in Council trusts that all concerned will use their best endeavours to curtail these periods as far as reasonably possible.

With reference to the remarks in paragraph 6 of last year's resolution, the Governor in Council is glad to see that the average cash earning per head of average strength was Rs. 12-4-0 against Rs. 6-9-0 in the previous year, in spite of the fall in population which naturally tended to reduce the percentage of convicts available for manufactory employment.

The improved audit arrangements introduced during the year promise to facilitate a further advance.

The average cost per head of maintenance and guarding of prisoners, excluding the cost of supervision, rose yet further from Rs. 142-1-0 in 1919 to Rs. 163-7-0 in 1920. The main increases occurred under the heads of diet, hospitals and establishment. In view of the prevailing high prices of food grains and medical requisites, an increase in expenditure on the first two heads was inevitable.

Under "establishment" the decrease in the number of prisoners naturally raised the proportionate cost of watch and ward per head; while 16 head warders and 191 warders were also added to the sanctioned staff, which was found to be short to a serious extent of the scale contemplated in the Jail Code. The pay and prospects of the warder service were also improved further.

The minimum pay of the warders has ultimately been raised, after the close of the year 1920, to Rs. 15, which is the minimum pay of police constables also; and it is hoped that the improved pay, the relief from overwork given by the increase of cadre, and the previous raising of the service to pensionable status, will remove the former unpopularity of this service and the consequent difficulty of obtaining suitable recruits.

There has been a marked improvement in their discipline in the last three years, the number of punishments falling from 1,833 in 1918 to 1,699 in 1919, and to 1,609 in 1920 in spite of the increase of cadre. There has also been a welcome fall in the number of escapes of prisoners from 38 cases (including 18 Sikh prisoners who broke out of the Hazaribagh Jail) in 1918 to 11 in 1919 and 5 only in 1920.

The number of judicial whippings was the lowest in the history of the present province but the number of corporal punishments for jail offiences showed a slight increase over the figures to 1919; the Governor in Council trusts that this form of punishment will be reserved only for offences which cannot be dealt with adequately otherwise. It is satisfactory to note, however, that the percentage of major punishments generally in jails fell from 25·08 to 20·81 of average population.

Under the old system of administration the medical subordinates deputed for work in the Jail Department remained under the control of the Inspector-General of Civil Hospitals. This system, however, was found to give unsatisfactory results, and a separate medical service for the Jail department under the sole control of the Inspector-General of Prisons has been constituted with effect from the 1st January 1921, with a special time-scale and two selection posts.

The number of visits paid by non-official visitors was still disappointing, though slightly higher than in the two preceding years. The infrequency and irregularity of such vists has also attracted public attention in the Legislative Council and the press. The Governor in Council agrees cordially with the remarks of the Jails Committee, and the Inspector-General, as to the importance of such visits, and orders will shortly issue emphasizing the importance of care in the selection of visitors and of encouraging them to carry out their responsibilities.

JUDICIAL.

Vakalats in Judicial and other Proceedings.

MEMBERS OF THE LEGISLATIVE COUNCIL AUTHORIZED TO ATTEST.

[Madras].

The Government are pleased to authorize Members of the Legislative Council to attest vakalatnamas and other documents for use either in judicial or other proceedings.

LOCAL SELF-GOVERNMENT.

Registrars of Panchayats.

APPOINTMENT OF PRESIDENTS OF TALUK BOARDS.

[Madras.]

An informal conference of presidents and vice-presidents of local boards and chairmen of municipal councils who are members of the Legislative Council was held on 5th March 1921 to consider the agency which should be employed for organizing and superintending village panchayats under the Madras Village Panchayat Act, 1920. The resolution passed by it was communicated in Memorandum No. 5516-1—L. & M., dated 3rd May 1921, to all presidents of district boards and they were requested to submit proposals as to the officers or other persons who might be appointed Registrars of panchayats in their respective districts, the area for which each such officer or person might be appointed Registrar and how the work should be organized. It was pointed out at the same time that no provision existed in the civil budget, estimate for the current year for the payment of an official Registrar of Panchayats, and that no funds would be forthcoming in the course of the year for this purpose.

Fifteen presidents have so far replied to the reference and the replies show that there is a general opinion in favour of the appointment of presidents of taluk boards as Registrars of Panchayats for the areas under their jurisdiction. Some of the Presidents have made proposals which involve additional expenditure on establishment and travelling allowances.

The Government agree with the general opinion expressed by Presidents regarding the appointment of Presidents of taluk boards as Registrars and accept the proposals made by them definitely to this effect by the presidents of the Coimbatore, Ramnad, Bellary, South Kanara and Ganjam district boards. The presidents of Coimbatore, Bellary and South Kanara district boards have not, however, stated whether the presidents of the taluk boards concerned agree to the proposal; and they are requested to report on this point as early as possible. The presidents of the taluk boards of Ramnad, Sivakasi, Berhampur and Chicacole agree to the proposal, and the Government are pleased to appoint them at once as Honorary Registrars of Panchayats for the areas under the jurisdiction of their respective taluk boards. The Registrars are requested to take early steps for the constitution of panchayats in accordance with the principles of the Act. No expenditure on establishment should however be incurred by them, nor should any expenditure in the

shape of travelling allowances be necessary since they will attend to the panchayat work in the course of their tours in connection with the local fund administration of the area under their charge.

Orders on other proposals submitted by Presidents of District Boards will be passed separately. The Government will however be prepared to sanction arrangements similar to those approved above for any area for which the president of a disirict board may, with the consent of the president of the taluk board concerned, recommend its adoption.

MISCELLANEOUS.

Public Servants.

ORDERS REGARDING THE PROCEDURE FOR THEIR DISMISSAL OR REMOVAL.

[Burma]

The procedure to be followed by officers holding inquiries which may involve the dismissal or removal of Government servants has, from time to time, been the subject of instructions issued by the Local Government. The frequent failure of officers to observe the prescribed procedure makes it desirable to repeat these instructions, and the occasion is taken to expand them so as to cover certain important points on which no definite instructions have hitherto been given. These instructions do not apply to cases in which it is decided to remove or dismiss a person in consequence of facts or inferences elicited at a judicial trial or of his absconding with an accusation over his head, but should be applied in all other cases, whether the officer holding the inquiry has the power of removal or dismissal or is required to submit his proceedings for the orders of a superior authority. They have been drawn up to meet the case of an officer of some standing who is charged with a serious offence, and whose removal or dismissal would mean the loss of his livelihood. But in their main outline they are also applicable in the case of the humblest Government servant.

2. It frequently happens that, before an officer is in a position to frame charges against a subordinate, it is necessary to elucidate certain doubtful points and to hold a preliminary inquiry for that purpose. This preliminary inquiry, which may be held either by the officer who is to hold the main inquiry, or by another officer deputed for the purpose, may consist merely of the collection of documentary evidence or the recording in writing of the statements of a few witnesses, and need not be held in the presence of the Government servant whose conduct is in question (who will be referred to, for convenience, as the accused). Where witnesses are examined it is undesirable that the accused should at this stage be required to cross-examine them. No charge having yet been framed, there is no charge for him to answer, and that being so, he might well be ignorant as to the direction which his cross-examination of the witnesses, supposing him to be present at the inquiry, should take. If therefore a charge is eventually framed, the person charged has a right to require that these witnesses shall be re-called. Where the accused is present at this inquiry, he may be asked any questions which the presiding officer thinks necessary for the purpose of elucidating the facts, and he shall be bound to answer these questions.

3. On completion of the preliminary inquiry, or where no preliminary inquiry is held, a definite charge (or charges) should be framed and communicated in writing to the accused, and he should be called upon to answer the charge or charges in writing and to show cause against such punishment as the investigating officer may see fit to

specify as appropriate to the case; he should be given reasonable time in which to present his defence; if he wishes to do so, he may make his defence orally, but in that case, it must be reduced to writing by the officer making the inquiry. He is not entitled to reserve his defence. His defence may be sufficient to clear him of blame and, in that event, no further action requires to be taken. If, however, his defence is insufficient, the officer making the investigation shall then proceed to record in writing in the presence of the accused such evidence in support of the charge or charges as he thinks should be taken and shall give the accused an opportunity of cross-examining these witnesses. In the case of witnesses examined at a preliminary inquiry, the presiding officer need not record their evidence afresh, but may read over to the accused the evidence previously given by them, supplementing it by any further examination he may think fit; the accused will be at liberty to cross-examine these witnesses or any part of their evidence. The accused may be questioned at any stage of this inquiry in the manner laid down in paragraph 2 and shall be bound to answer all questions. After all the evidence, including such documentary evidence as may be required, has been produced, and the accused has been given the opportunity of making any further statement he may wish to make, the officer holding the investigation may, if he thinks fit, modify or alter in any way the charge or charges as originally framed, and in such case shall give the accused a copy of the charges as modified or altered. If the charge is so modified or altered, he should now be called upon to present any further defence he may wish to make in writing within a reasonable period. He should also be informed that, should he so desire, he may recall any of the witnesses already examined for further cross-examination and that he may also summon any witnesses whom he may desire to have examined on his behalf. Reasonable time should be allowed him in which to secure the attendance of defence witnesses. On completion of the recording of such evidence, the officer holding the inquiry will pass an order in writing which should contain his finding on each charge framed together with a clear statement of the reasons on which each finding is based. Findings should not be based on allegations or documents which do not form part of the record. If the case is one in which he has power to impose the penalty which he considers appropriate, the imposition of such penalty will form part of the order. If, however, such penalty can only be imposed by higher authority, he will at the end of his order specify the penalty which he recommends should be imposed, and submit the proceedings for final orders through the prescribed official channel, and each officer through whom it passes will briefly record his recommendations.

4. It cannot be too strongly emphasised that every step taken must be recorded in writing. The charges must be made and handed to the accused in writing. The accused's defence, if made orally, must be reduced to writing; the examination of the witnesses and their cross-examination must be recorded in writing. Subject to this, the appellate authority may not upset a finding on the ground of a technical irregularity or omission not affecting the merits of the case.

5. The officer holding the inquiry should prefix to the proceedings a diary form in which he should record briefly at each stage in the case the action taken. The proceedings should be complete in themselves, and certified copies should be included in them of any documentary evidence such as extracts from confidential registers.

In cases of exceptional importance or difficulty the officer responsible for holding the inquiry may apply to the Commissioner of the division or to the Head of his Department for the services of an officer to conduct the case against the accused. Witnesses should not be examined on oath. Advocates should not be allowed to appear without the previous permission of the officer holding the inquiry, which should ordinarily be accorded in any case, where the facts on which the charge is based are of a complicated nature, or would constitute, if proved, a serious criminal offence. Where an advocate does not appear, the accused may be assisted in his defence by a friend, with the permission of the officer holding the inquiry.

Copies of office notes, reports, or correspondence relating to the inquiry should not ordinarily be supplied. Copies of the evidence recorded should be supplied, if asked for during the course of the inquiry. The officer holding the inquiry will decide whether they should be supplied free of charge or on payment of copying fees.

When the inquiry is completed and orders have been passed, the accused is entitled, in order to exercise his right of appeal, to copies of the following documents, on payment of the requisite copying fees :—(i) the charges; (ii) the defence; (iii) the recorded statements of witnesses examined in the course of the inquiry; (iv) the orders of the officer holding the inquiry containing his findings and (v) the recommendations of the officers through whom the proceedings of the inquiry pass, and the final order of the authority disposing of the case, where final orders have not been passed by the officer who held the inquiry.

If the appeal is successful, the appellate authority may order the refund of the copying fees.

6. The object of these instructions is to ensure that a Government servant, when called upon to answer a charge of misconduct, is given every possible opportunity of proving his innocence. It is, however, necessary to point out that officers holding such inquiries are not bound to follow the provisions of the Code of Criminal Procedure or of the Indian Evidence Act. They may admit any evidence which they consider relevant, and require only that standard of proof which is necessary to convince themselves as to whether the charge is established. Evidence of previous conduct and character, for example, may often be suitably admitted in a departmental inquiry, although such evidence would be inadmissible in a Court of Law. Further, the charges need not be as definite as they would have to be in a Court of Law. The Local Government desires to impress on all officers that inability to reach a reasonable standard of competence is quite as valid a ground for dispensing with the services of a person in Government employ, as it is always held to be in the case of a person in private employ. Failure to recognize and act on this principle is prejudicial to the public interest.

POLICE.

Police Administration.

Review on the report for 1920.

[United Provinces.]

The year 1920 was one of more than average prosperity. The spring harvest was good, grain prices remained high and labour was in much demand and well remunerated. Inducements to crime were consequently fewer and from a police point of view the special feature of the year was the notable decrease of 31 per cent in the volume of cognizable crime as compared with the previous year and the still more satisfactory decrease in the returns of serious offences against persons and property which were 22 per cent lower than in any of the previous twenty years. The number of cognizable offences reported was much lower than it has been for over twenty years.

The percentage of cases not investigated continues to decrease in spite of the remarks of Sir Harcourt Butler in his review of the 1919 report and the efforts of the Inspector-General. If the present rate of decrease continues every case reported will in another decade be investigated. The Governor in Council regrets the continued increase in this misapplication of energy. Of cases investigated by the police 40 per cent were successfully prosecuted. In view of the increase in the percentage of investigations this resultis satisfactory and compares favourably with that of any year since 1910, except 1919, for the success during which there were exceptional reasons. The Governor in Council agrees with the Inspector-General that frequent transfers of station officers are more apt to favour the criminal than to benefit the public and he commends the remarks of the Inspector-General on this point to all District Magistrates.

The number of murders fell by 15 per cent from 824 to 696 and those by dacoits by over 50 per cent from 109 to 53. There was a less satisfactory decrease in the percentage of cases succesfully prosecuted.

The number of riot cases rose to what may be regarded as the normal level. Some of these riots occured in connection with religious festivals but few were of a serious nature. The steady decrease in the returns of grievous hurt cases has received at least a temporary check and the figures have returned to the 1918 level. The Inspector-Get neral's remark in regard to the proneness of the courts to accep-compromises in these cases should receive the attention of all District Magistrates.

No feature of the year's work is more satisfactory than the success met with in the campaign against dacoity. The number of cases reported was less than in any of the previous six years and was 53 per cent and 64 per cent less than in 1918 and 1919, respectively. The decrease was most marked in the case of attacks on houses. Success in investigation and prosecution was somewhat less than in the previous year but compares most favourably with any other year since 1909, and what is particularly gratifying is that most of the important armed gangs operating in the province appear to have been broken up. It is noticeable that in most instances in which villagers put up some resistance and succeeded in injuring even one of their assailants, clues were obtained which ultimately led to the arrest of whole gangs. This demonstrates the need of encouraging villagers to defend themselves.

The number of burglaries was the lowest on record and one third less than the number recorded in the previous year. Intelligent use of the preventive sections has contributed to this satisfactory result. Unfortunately there has been no corresponding improvement in the detection of this form of crime which remains at a very low standard, and any measures which are calculated to raise the standard should be given a fair rial. The attention of District Magistrates is drawn to the fact that less than one case out of every six in which action was taken by Magistrates on their own initiative proved successful. Magistrates should be encouraged to use more discretion in taking up cases of this nature.

Ordinary theft also fell to the lowest figure on record. In regard to this form of crime also Magistrates appear to be somewhat prone to take up on their own initiative cases in which there is little chance of a conviction. Cattle theft fell to its normal level but was dealt. with somewhat more successfully than in the previous three years Registration of sales clearly requires more attention than it at present receives.

The great decrease in the volume of crime in the year 1920 must be to a large extent, attributed to the extensive use of the preventive sections in the previous year. It is not surprising therefore to find that less use of these sections was made in the year under report. An unsatisfactory feature of the work under this head was the increase in the number of persons dealt with under Section 110, Criminal Procedure Code, who were discharged without being called on to give security. The Governor in Council agrees with the Inspector-General that unsuccessful proceedings under this section are most harmful and he commends the Inspector-General's remarks on the point to the consideration of all District Officers. Success in these cases is closely connected with careful surveillance, a question which clearly demands more attention than it at present receives from some Superintendents

It is gratifying that the very necessary increase in the pay of the constabulary has resulted in the marked decrease in the number of resignations. Though the number of vacancies in the civil police was still large at the close of the year it has since fallen steadily and at the end of June in the present year was only 379. It is gratifying

also to note that the unpopularity of the armed branch of the service is dying out as a result of the grant of special allowances. Other improvements in the conditions of service have been sanctioned on the recommendation of the Civil Police Committee and the Governor in Council is confident that an era of greater contentment on the part of the whole force has been entered upon. The discipline of the force was above the average of recent years in spite of the spirit of unrest which was abroad in the land. The number of cases of abuse of power has also been small and only a very few of these were of a serious nature. The proportion of literate constables is still deplorably low, but the grant of special literate allowances which has recently been sanctioned should result in an improvement in this respect.

Crime on the railways did not decrease to the same extent as in the districts. The returns for the different railways are of interest. For every mile of line served by the Railway Police of this province the East Indian Railway had 4·06 crime reports, the North-Western 3, the Great Indian Peninsula 1·33 the Oudh and Rohilkhand 1·12, the Rohilkhand and Kumaun 1 and the Bengal and North-Western Railway .65. These figures afford much food for reflection but no attempt has been made in the report of the Deputy Inspector-General of Railway Branch to account for the remarkable variations in the incidence of crime of the different systems. It is clear that the police work on the railways is still far from satisfactory and it is hoped that the recommendations of the Railway Police Committee will result in marked improvement.

The Inspector-General has dealt at some length with the position of village chaukidars, and the Governor in Council is in entire agreement with the views expressed by him. The remuneration of the chaukidars is no doubt very meagre but it never has been and never was intended to be the wage of a full-time servant of Government in the ordinary sense. Their duties are ordinarily far from onerous and steps are being taken to lighten them still further and they have ample time for, and as a matter of fact nearly always follow, some other calling which is a source of income to them. The cost of raising the pay of the force as at present constituted by even Re. 1 per month would be over 10 lakhs a year and to give the force an ordinary full time wage would cost considerably more than half a crore. These figures demonstrate the difficulty of the situation. It is too early yet to judge the results of the recent improvements in the conditions of service but the position of the force will continue to receive the anxious consideration of Government.

Most of the work of the Criminal Investgation department is necessarily of a secret nature. Results cannot be tabulated and can only be appreciated by the officers of Government who see them. The year was an exceptionally heavy one for the special Branch and the work of the Branch must remain heavy so long as the present political conditions continue. The Governor in Council recognises the strain imposed upon the staff and records his appreciation of the manner in which they have discharged their exacting duties.

From the point of view of the personnel of the force the most important event of the year has been the revision of the pay of all ranks from inspector downwards. The increases in pay and allowances have raised the average salary of these ranks by percentages varying from seventy in the case of constables to twenty-eight in the case of inspectors. The cost of this reform has been 34 lakhs but in the opinion of the Governor in Council, having regard to the importance of the force in upholding law and order, that is a small price to pay for the greater measure of contentment which has resulted. That the service is now more popular is shown by the great decrease in the number of vacancies, the decrease in resignations, the desire of men who had recently resigned to re-enlist, and the large number of applications for admission to the Police Training School. Important reforms in the organisation of the force are still pending and will be proceeded with as circumstances permit.

In view of all the forces at work in the land tending to unrest, lawlessness, and indiscipline it says very much for the work and the morale of the force that the volume of crime, and especially of serious crime, was lower than in any of the previous twenty years and that the standard of discipline and conduct has, if anything, risen rather than fallen. In the face of great difficulties the police force has rendered splendid services to the public. The Governor in Council is pleased to notice that the importance of those services is becoming increasingly recognised by the community at large and he is confident that with the growth of the spirit of responsibility, the support and sympathy which the force receive from the public will steadily increase.

PUBLIC HEALTH.

District Health Committees.

Co-ordination of public health work.

[Madras.]

In O. M. No. 8876-1—L. & M., dated 25th November 1920, the Government have suggested to presidents of district boards the desirability of forming statutory District Health Committees with a view to co-ordinating public health work within their jurisdiction.

The District Boards of South Arcot, Chittoor, Ganjam, Kistna, Kurnool, Madura, Nellore, Nilgiris, Ramnad, Salem, Tanjore, Trichinopoly and Vizagapatam have agreed to constitute such committees. Certain of the other Boards have refrained from committing themselves, pending more definite information as to the functions which such committees should discharge.

The Government, after consultation with the Public Health Board and the Consultative Committee of Public Health, consider that the following duties might usefully be delegated to district health committees :—

I. The co-ordination of Medical Relief.
II. The co-ordination of Preventive Medicine.
III. The control of important fairs and festivals.
IV. The Public Health progaganda.

I.—The Co-ordination of Medical Relief.

Medical relief in rural areas.—The difficulty of bringing medical relief within reach of the rural population is a problem of pressing importance. Grave inequalities exist in the amount of medical relief available in the several taluks of the Presidency. In many taluks there are no hospitals at all, and in some taluks there is no dispensary even, with an emergency ward.

The provision of medical relief in non-municipal areas is by statute the duty of taluk boards. The financial resources of Taluk Boards are insufficient to supply the same measure of medical relief that can be made available in municipal areas, and the rural population is in fact largely dependent on municipal and State institutions for this service.

Municipal protests.—On the other hand, the increasing popularity of medical institutions and the increased cost of their maintenance place a heavy strain on the resources of municipal councils, and protests are being received from all sides that municipal councils are unable to afford the cost of providing medical relief for those who do

not reside within their jurisdiction and do not contribute to municipal funds. The Government have reason to believe that there is considerable force in these complaints as the proportion of rural patients treated in municipal hospitals is in many cases high.

Municipal officers for rural work.—Further, it not infrequently happens that, on the outbreak of an epidemic in the rural area adjoining a small municipality, the medical officer in charge of the municipal hospital is compelled to close down his hospital in order to provide medical relief in the areas affected by the epidemic. Such a contingency would be avoided if possible, but it is difficult to meet such emergencies unless the medical staff of the municipal hospital is augmented.

Extravagance of the small dispensary.—An examination of the cost per patient in small up-country dispensaries indicates very clearly that the work done by such small institutions costs twice or thrice that in a larger institution. The Government are advised that in many such places the medical officer in charge could, without inconvenience attend in one, two or at the most three days to all the patients who normally visit the dispensary during a week. It should be possible, without an appreciable increase in cost, to bring medical relief within reach of a much larger proportion of the population by placing such institutions in charge of itinerating in lieu of resident medical officers and requiring such officers to visit in regular rotation a number of specified villages every week. This system is practised with considerable success in rural areas in Western Europe and its possibilities are already engaging the attention of a number of presidents of district boards.

Taluk Headquarters.—The Public Health Board has suggested that steps should be taken to ensure that a properly equipped hospital exists in the headquarters of every taluk, with provision for the conduct of major operations and the proper administration of anæsthetics. Such hospitals should be in charge of assistant surgeons with one or more sub-assistant surgeons under them. The sub-assistant surgeons should be itinerating officers, and should visit outlying stations on fixed days of a week in order that the date and hour of their attendance may be known to all. Minor cases (which constitute a vast majority of the cases treated in dispensaries) would be dealt with on the spot and arrangements would be made for the proper conveyance of patients whose cases require more elaborate treatment to the taluk headquarter hospital.

Economy in staff and buildings.—Apart from the economy in staff that would be effected by the adoption of this system, the heavy capital charges in the construction of type-design buildings would be avoided, as a simple dressing room and veranda should ordinarily suffice with one almirah for stock medicines and appliances. It should be possible for each sub-assistant surgeon to visit several villages *en route* to and from the station which he visits each day.

Need for co-ordination.—Conflict of interest in such matters must be deprecated and it is desirable that an understanding should be

come to, which will enable the several local bodies in any given area to work in unison for the welfare of the population as a whole. The Government believe that district health boards, if constituted, by pooling resources and economising staff, would be able to place the administration of medical relief on a more thorough and comprehensive basis and to adjust the financial burden in proportion to the services rendered without detriment to the independence of administration of the several local bodies concerned.

Midwives.—Another matter which should engage the attention of district health boards is the problem of maternity relief, and, consequential to this, the possibility of improving the methods of barber midwives.

The low percentage of recorded births attended by trained midwives in many municipalities and in rural areas generally, has been pointed out by the Government, in their reviews on the administration reports of local bodies for 1919-20.

In municipal areas the problem is comparatively simple but in rural areas is more difficult, and, in the absence of a central co-ordinating authority in each district, it would be unwise to lay down any hard and fast lines as to how the problem should be tackled. The Government request the district boards to give careful thought to this question and endeavour to devise a policy suited to the conditions of the area within their charge.

II.—The Co-ordination of Preventive Medicine.

A. The history and periodicity of disease.

Preventive medicine in this Presidency is still in the embryonic stage. Apart from the protected water-supply which a few towns possess and the bare essentials of conservancy, very little advance has been made. The Government have reason to believe that the main cause of the general failure of preventive measures lies in faulty methods. Hitherto in this Presidency it has been customary to await the out-break of an epidemic before resorting to intensive preventive work, and preventive measures generally follow instead of forestalling the outbreak of disease. The Government consider that the future provision for the health of the people should be approached from the preventive side.

It is well-known that certain localities are peculiarly susceptible to certain diseases and such diseases are usually in the ascendant at certain seasons of the year. The history and periodicity of these diseases varies, however, in different parts of each district and no systematic record has hitherto been maintained of the peculiar susceptibilities of each area.

The Government are convinced that very little progress can be made in preventive medicine until the history and periodicity of epidemic disease in each local area have been systematically investigated and consider that the first duty of district health boards should be to carry out the investigation, correlate the evidence and base their

future policy and programmes on known facts instead of blindly groping their way in the wake of epidemics. It is obviously impossible for the Government to work out these details and unless the local bodies set themselves to the task, the work will never be done.

The cost of conducting a public health survey need not be great. What is required is an intelligent interest on the part of the members and officers of local bodies and the will to work. It would not be practicable to conduct the survey simultaneously throughout a single district. What is required is an intensive study of each taluk, town or firka in turn. Systematic study and the collation of statistics should enable each district health board to compile the information necessary for a preliminary programme for the area within its jurisdiction within the period of a year or two. The Government would impress on local bodies that until the history and periodicity of epidemic disease in each locality is ascertained, money spent on sanitation is money wasted.

B. Programme and policy.

(1) *Cholera.*—The prevention of cholera is mainly a question of water-supply.

In urban areas the installation of pipe supply had a marked effect in the reduction of cholera mortality. It is true that cholera continues to make its appearance in protected towns. The reason for this has never yet been properly investigated by the local bodies responsible. It is known that the disease is imported frequently from the adjoining rural areas and in pilgrim centres by pilgrims. It is known also that the sources of supply in many towns are imperfectly protected while the filter beds of some installations are dangerously neglected. It is unlikely however, that district health boards would be able to effect much improvement in urban areas except to enlighten public opinion generally on the importance of protection. The responsibility must remain with municipal councils.

In rural areas large sums have been spent on promiscuous well-sinking. This expenditure has had little real effect in keeping down cholera mortality. Large sums of money are still spent annually by local bodies on so-called tank watchers whose vigilance is of very little use in preventing pollution. The futility of squandering public funds on well-sinking on no definite principles was pointed out by the Sanitary Commissioner in 1912, and as the result of a conference held at the close of that disastrous year a definite policy was laid down in G. O. No.247—L., dated 12th February 1913 and G. O. No. 1080—L., dated 26th June 1913.

The working out of the details of this policy was entrusted to local bodies and it cannot be said that they have discharged their duties satisfactorily. The instructions laid down in 1913 appear in fact to have been entirely forgotten and in the annual reports for 1919-20 not a single reference has been made to the existence of a policy or programme based on the principles laid down in 1913 by any one of the 25 district boards with the sole exception of Ramnad.

It would be the function of District Health Boards to examine intensively the causes and periodicity of cholera in the areas within their charge, to draw up definite proposals for eliminating or neutralizing these causes and to assist the boards in defining their policy and drawing up programmes of preventive measures in the order of their relative urgency. In allotting grants for the improvement of rural water-supply the Government will accord preference to specific schemes which have been examined and recommended by District Health Boards.

(2) *Small-pox.*—This disease is preventible by vaccination. Unfortunately public opinion has not yet grasped the fact that an insufficiently protected person is a danger to the community. In this connexion too the Government have had frequent occasions to remark that there is a tendency for prevention to follow instead of anticipate the epidemic and in many areas it is only when small-pox breaks out that the people awake to the need for vaccination.

There is no reason why vaccination should not be made compulsory in the near future throughout the Presidency. The old objection that the distance of the majority of villages from a Magistrate's court makes prosecution a hardship will, it is hoped, no longer hold good, as breaches of the vaccination law can be made cognizable by panchayat courts and these courts might reasonably be expected to exercise a wise discretion in dealing with offences against vaccination, as indulgence on their part will endanger the public health of their own locality.

Revaccination is a subject the importance of which has not yet been grasped by public opinion. Statistics show that an unduly large proportion of attacks and deaths from small-pox occur among persons who have been vaccinated, a fact which in itself establishes the need for revaccination. In most countries revaccination is insisted on at the age of about ten years whenever children are admitted to school and again at the age of 20 as a condition precedent to their admission into public or private employ.

The need for making revaccination more general is engaging the attention of the Government, but it is unlikely that any steps which the Government take will be effective unless backed up by local bodies.

The function of a District Health Board in this connexion would be to watch carefully the outturn of vaccination and revaccination in each range, with reference to the birth-rate and the total population, to investigate periodicity of the disease with a view to instituting special intensive measures for a month or so before the season of recrudescence, to tone up vaccination work in areas where it is slack, if necessary by a temporary concentration of staff, and to create a strong public opinion as to the dangers of evasion. The Government believe that better results could be attained by an *ad hoc* body such as a District Health Board than by the isolated efforts of individual local boards.

(3) *Plague*—Plague prevention is a problem in which the last word has not yet been said. The inconvenience caused by the methods adopted during the first fifteen years or so after plague first made its appearnce was considered to outweigh such immunity as they

secure. The measures since adopted have, in spite of the cost involved, equally failed to eradicate the disease.

Under the existing plague regulations issued under the Epidemic Diseases Act III of 1897, the Collector is invested with very wide statutory powers and grave responsibilities.

As regards urban areas the Government do not propose any change. The responsibility must continue to be shared between the municipal council and the Collector, both as regards preventive measures and the action taken after an epidemic has broken out.

The prevention of plague infection in municipal areas is, however, a matter in which local boards are intimately concerned, as infection is generally introduced in the first instance into towns as an incident in the influx and efflux of trade both by road and by rail. Once an epidemic has got a grip on a town the whole area, it can be said, is in imminent danger of infection and the Government doubt whether local boards are sufficiently alert or have the machinery necessary for preventing the spread of infection to villages within their charge.

The plague staff should in the first instance be guided by an accurate knowledge of the history of previous infection, and the channels by which infection is communicated and the periods in which recrudescence is likely to occur. For at least a month or two before the date of probable reappearance it should be possible to institute in areas exposed to infection special measures for the destruction of rats and of the garbage, etc., on which they feed and the special protection of granaries, etc., from their depredations.

For such a policy a staff at once more strongly centralized and more mobile than at present exists is required and the appointment of a whole-time district health officer who is thoroughly conversant with the means by which plague infection is disseminated, would have obvious advantages. Such officer would be of a status sufficient to carry weight with the municipal authorities and he should have the tact and knowledge requisite for close co-ordination with the municipal staff. The Government consider that, apart from emergency measures which must be taken by the Collector and local authorities after an epidemic has broken out, the systematic measures for preventing plague of a seasonal or permanent character might usefully be concentrated in the hands of a District Health Committee.

(4) *Malaria.*—Anti-malarial work on a large scale has not yet been undertaken in this Presidency. Intensive experiments in the neighbourhood of Ennore and the lighthouses at Pulicat and Armegan conducted mostly by provincial cholera parties during the off-season have proved remarkably successful, and show that the disease can be eradicated.

It is necessary however before instituting such operations to ascertain whether malaria infection exists and the human "carriers" must be examined. The intensity of infection can be ascertained with accuracy and ease by examining the spleen index and the peripheral blood. No general survey of this kind has yet been undertaken. It is obviously impossible for the Government to conduct

such a survey throughout the Presidency. This is clearly work for District Health Boards.

Staff.

The Government consider that a District Health Staff could be organized in each district without any serious additional expense.

Several local boards already maintain at their own expense a few sanitary inspectors for general sanitation work. For cholera work the Government maintain eight cholera parties of which three are on a permanent footing. There is also a staff of 106 Deputy Inspectors of Vaccination, all qualified sanitary inspectors, paid for from provincial funds. In districts exposed to plague infection a staff of plague inspectors is employed at the expense partly of provincial and partly of local funds.

In addition to this, in five districts (North Arcot, Cuddapah, Guntur, Tanjore, and Vizagapatam) Assistant Surgeons are employed at district board expense as Sanitary Assistants to the District Medical and Sanitary Officer. These Sanitary Assistants are mostly junior men without special training and their duties are somewhat ill-defined and perfunctorily discharged.

As already pointed out the periods of maximum incidence of cholera, small-pox, plague and malaria are not simultaneous. Cholera comes in with the rains, plague at its worst during the cold weather and small-pox is mainly a hot weather disease, while malaria also occurs at fixed seasons.

The Government consider it unnecessary in future to maintain a separate staff to deal with each type of epidemic. They see no reason why the several staffs should not be combined, provided that the services of competent district health officers can be secured to supervise and direct their work. They observe that the services of provincial cholera parties are required in some districts almost every year, and they consider that in some of these districts the retention of at least half a cholera party throughout the year could be justified. They suggest therefore that a permanent district health staff should be organized on the following lines in a few selected districts, the district boards of which are willing to form statutory district health boards and to essay the experiment.

The district health staff will consist of (1) a health officer, (2) deputy inspectors of vaccination, (3) sanitary inspectors on the cadre of provincial cholera parties, (4) such staff as is already employed by the boards within the district on plague or general sanitary duty. Items (2) and (3) will be a provincial charge; item (4) a charge on local funds. Item (1) is under separate consideration.

III.—Fairs and Festivals.

The danger to public health which attaches to fairs and festivals is one which affects not only the town or village where the fair or festival is held but also the whole countryside.

A municipality is in a better position to deal with fairs and festivals than a local board as it has its permanent sanitary staff and most local boards have none.

At the same time a municipality has to shoulder a much heavier burden as it provides for the safety of a large immigrant population who contribute little or nothing to municipal funds. The pilgrim tax has to some extent alleviated this burden, but the local boards within whose area the municipality is situated cannot absolve themselves from interest or responsibility. If the municipality does its work badly, the public health of the rural area adjacent is in jeopardy, while if the district or taluk board fails to control effectively the sanitation in the adjoining villages, the measures taken by the municipality are likely to be frustrated. The closest co-ordination between the several local authorities is necessary and this can only be secured by unity of control, and unity of control involves a pooling of resources both in staff and funds.

If a fair or festival is held in a non-municipal area local boards cannot exercise proper control if they have no staff. It has been the practice hitherto to entrust the larger share of the responsibility to the officers of the Revenue Department, but in view of recent legislation reliance on the Revenue Department for the discharge of local and municipal services is obsolete.

At the Mahamakham festival held in February and March last in Kumbakonam a strong joint committee was formed for controlling preventive measures and the arrangement met with marked success. For the Pushkaram festival at Bezwada, the Presidents of the District Boards of Guntur and Kistna worked in committee with the municipal council.

The spirit of co-operation between different local bodies will, the Government hope, be an important factor in the future of public health administration in this Presidency. The Government do not wish to interfere with the discretion of local bodies as to the details of the administrative machinery which such local bodies consider best suited for handling a particular fair or festival, but they would point out that the hands of a local body immediately responsible would be strengthened if it could command the assistance of a district health board with an experienced health officer and staff and a fairer apportionment of the financial burden of establishment and equipment.

IV.—PROPAGANDA.

The relatively high death-rate in this Presidency as compared with other countries is attributable mainly to (1) poverty, (2) ignorance and (3) dirt. To remedy poverty is beyond the scope of local and municipal administration except in so far as local bodies can provide for the better housing of the poor. Ignorance and dirt can however be counteracted by energetic action and without undue expense. What is wanted is an intelligent interest on the part of the educated classes (particularly municipal councillors and members of

local boards) and the willingness on their part to devote thought and leisure to the improvement of the conditions under which their less fortunate fellow countrymen live. It should be possible by sustained effort on the part of the educated classes to overcome ignorance and rouse the masses to a lively sense of the dangers of dirt.

The number of voluntary agencies that already exist for the betterment of public health is proof enough that the educated classes are anxious to help their fellows. To utilize this public spirit to the full it is necessary to elaborate a well-knit policy and to direct latent zeal into the channels in which it will be most useful.

The Public Health Consultative Committee has proposed the following programme of voluntary effort :—

(1) Maternity and infant welfare—
  (*a*) Advice to expectant mothers.
  (*b*) Arrangements for proper attendance during delivery.
  (*c*) Care of the infant for a month after delivery.

(2) Propaganda work—
  (*a*) Public lectures.
  (*b*) Literature.
  (*c*) Instruction in hygiene in high schools.
  (*d*) Instruction in hygiene of teachers under training.

(3) Propaganda on the following subjects:—
  (*a*) Prevention of malaria.
  (*b*) Prevention of tuberculosis.
  (*c*) Prevention of hook-worm.
  (*d*) Prevention of venereal disease.
  (*e*) Maternity and infant welfare.
  (*f*) Revaccination.

(4) Ambulance and first aid.

(5) The utilization of students and boy scouts and girl guides in public health work.

(6) House-to-house visits and wardwar supervision in municipal areas.

The Government consider that no action taken by themselves can be effective, unless a satisfactory machinery exists in each district to carry it through. The Government would strongly deprecate the 'officialization' of voluntary associations in the mufassal, and it is not their intention that the District Health Board should in any way supersede voluntary effort. On the contrary the District Health Board should do its utmost to stimulate voluntary agencies to widen their activities and should definitely invite them to undertake work of the kind which the Board in the discharge of its duties discovers special need for. The advantage of the District Board of Health to local bodies, to voluntary agencies and to the public generally would be mutual and if the District Health Boards discharge their duties properly the closest touch will be kept between theory and practice and between executive and central authorities.

V.—CONSTITUTION.

As regards the personnel of a District Health Board th attention of presidents of local boards is invited to section 30 of the Local Boards Act, 1920, which provides for the creation of a joint committee of several local bodies. The Government consider that at the outset it would be inadvisable to press for the representation of municipalities on a District Health Board. If such a Board justifies its existence by work done, municipal councils will doubtless in course of time desire admittance to its councils. For the present the Government suggest that it would suffice to confine the personnel of a District Health Board to the presidents of taluk boards under the chairmanship of the President, District Board; but where the District Medical and Sanitary Officer is a member of the district board he may also be included. This, however, is a matter for the boards themselves to decide. It may be found convenient to appoint small committees of the District Health Board to control the several branches of its executive work.

Proposals for introducing the scheme experimentally in six selected districts will be made the subject of separate orders.

PART IV.—Miscellaneous.

THE REPRESENTATIVE ASSEMBLY.

Dasara Session—13th October 1921.

President's Opening Speech.

PART I.

Seasonal Conditions.

The shortage in the rainfall last year resulted in an appreciable decrease in the area under both dry and wet crops. The outturn of crops was so low in certain taluks as to call for suspension of a portion of the wet assessment. The seasons this year promise to be more favourable but we are not yet free from anxiety in respect of parts of the Tumkur and Chitaldrug Districts. The *mungar* rains commenced hopefully in the second week of April and, although there was a break during the next month, the rains in June continued to maintain in some measure the promise of the earlier weeks. The *hingar* rains of the past two months have been copious and most of the tanks in Bangalore, Mysore, Kolar and parts of Tumkur have received their full supply of water. With a view to meet the scarcity of fodder reported from parts of the districts which have not yet received adequate rainfall, some State Forests have been thrown open for free grazing. The situation in such tracts is being carefully watched and all needful measures will be adopted, should no signs of improvement manifest themselves.

The Loan.

In my Address to you at the last Birthday Session, I announced the decision of Government to float a new loan this year to meet the expenditure provided in the budget for the execution of capital works. The terms of the new loan were announced early in July. Two issues were offered with a view to meet the varying requirements of investors. One is a ten-year loan carrying interest at 7 per cent and issued at par and the other is a 6½ per cent long-term loan repayable in 20 to 30 years at par and issued at 97½ per cent. The loans were thrown open

for subscription to all India with the kind permission of the Imperial Government from the beginning of August. The response, chiefly to the 7 per cent loan, has been very gratifying and the limit of one crore which was originally fixed to meet the budget provision for the year has been long past, the total subscriptions up to the 7th instant amounting to Rs. 198 lakhs. One noteworthy feature, indicative of an expanding market for our securities, is the large amount of subscriptions received from outside the State. Government have resolved to receive subscriptions up to a maximam of two crores and to restrict the expenditure on capital works during the next two years to this amount.

The Budget.

The budget estimates of the current year have already been dealt with in detail both in the Representative Assembly and in the Legislative Council. Since the estimates were sanctioned, there have been certain disturbing factors which affect both the receipt and expenditure sides of the budget. For instance, the estimates took credit for a revenue of Rs. 2 lakhs from the sale of sandal oil in the expectation that the prolonged slump in the market for oil would soon be terminated, but this expectation is not likely to be realised and the Government are considering the measures to be taken to meet this unforeseen situation. The raising of the limit of the loan to two crores also necessitates an increased provision on account of Sinking Fund, Interest and incidental expenses. Although it is too early to forecast to what extent the anticipations in the budget may fail to be realised, it is clear that the situation demands further strenuous efforts to improve the financial position. I shall now explain the measures which the Government have already adopted towards this end.

The complicated procedure adopted hitherto by the Survey and Settlement Department in connection with the resettlement of taluks has, as you are well aware, considerably delayed the progress of resettlement operations as they fell due involving considerable loss of legitimate revenue. Government have decided that the field operations preliminary to resettlement should be restricted in future to what are strictly required for purposes of resettlement and that detailed field measurements and inspection of boundary marks should not be undertaken except to the extent that may be absolutely necessary. It is expected that with this simplified procedure about six taluks a year can be resettled and the arrears under this head cleared early.

Considerable retrenchments have been ordered and already given effect to in the sanctioned budget for the year. I may mention the more important among them for your information. A saving of Rs. 33,000 has been secured by reducing the establishment of the Survey Department. The staff of Village Improvement clerks in Taluk Offices and Shekdari School were not found to be necessary and their abolition has resulted in a saving of Rs. 15,000. A sum of nearly Rs. 28,000 has been saved in the Forest Department by reducing the

staff of the Forest School and by abolishing the Game Preserves establishment. In the Excise Department, economies to the extent of Rs. 37,000 have been effected by abolishing the separate appointments of District Excise Officers in the four districts in which the separation of judicial and executive functions rendered it possible to entrust the excise work to Revenue officers. The expenditure on the establishment of the Comptroller's Office has been reduced by about Rs. 33,000. Certain appointments of the Geological Department have not been allowed to be filled up and a charge of about Rs. 22,000 has thus been saved. Economies amounting to over a lakh of rupees have been effected mainly by the abolition of appointments of District Economic Superintendents and by the reduction of subordinate establishments of the Economic Conference. Substantial retrenchments amounting to about Rs. 4 lakhs have been effected in the Military Department mainly by reducing the strength of horses in the Cavalry Regiments and by effecting economies in the upkeep of animals of the Imperial Service Transport Corps. The post of Chief Engineer, Cauvery Valley Irrigation, has been abolished.

Measures of retrenchments are continuing to receive attention and the following are the more important of them sanctioned since the budget was framed.

The permanent cadre of the Civil Service has been reduced by 14. Besides the abolition of a whole-time Efficiency Audit Officer and of two gazetted posts, material reductions in the subordinate clerical and menial staffs of the General and Revenue Secretariat have been ordered and the total savings amount to about Rs. 33,000. The post of the Forest Economist has been abolished. In the Police Department, the charges of two Superintendents have been converted into those of Assistant Superintendents and certain other reductions of establishments have also been effected. By a revision of District Sanitary establishments, a saving of Rs. 29,000 in the Public Health Department has been secured.

Census.

The preliminary arrangements connected with the sixth decennial census were completed in time and the final enumeration of population was effected on the night of the 18th March 1921 synchronously with the rest of India. According to the provisional totals, the population of the State inclusive of the Civil and Military Station was 5,976,660 consisting of 3,045,999 males and 2,931,661 females. The total number of occupied houses was 1,205,959. The increase in population since the previous census is only 2·93 per cent. All the districts have contributed to this increase except Shimoga and Kadur in which the population shows a slight decline. The increase in the population of the cities of Bangalore, Kolar Gold Fields and Mysore is noteworthy. The rate of increase during the decennium is the lowest so far recorded. The disastrous outbreak of influenza in 1918 is undoubtedly one of the most important causes which have so adversely affected the growth of population during the last decade.

Land Revenue.

The total realisations of land revenue during the year amounted to Rs. 111 lakhs representing 92·5 per cent of the entire demand.

A census of agricultural stock was taken during the year. The total number of bulls and bullocks in the State was returned as 1,697,000 and of cows 1,717,156; disclosing an increase of 8 per cent under bulls and 6·6 per cent under cows, over the figures for the previous quinquennial census.

Government have during the year been able to come to a decision on the important question of the remission of assessment on lands under tanks which do not receive a sufficient supply of water in any year or series of years. This subject has been pressed by this Assembly for the consideration of Government on several occasions and I am happy to be able to announce that Government have decided that whenever in any tract, not less than half the atchkat under a tank is left uncultivated in any year or if cultivated, has yielded not more than a four anna crop, the collection of half of the assessment on all the wet lands under the tank should be postponed for a year and that if similar conditions prevail in the next year also, the suspended assessment should be remitted. Rules embodying these principles are being drafted and the concessions will come into force as soon as the rules are approved and issued.

Educational Institutions.

With the exception of 704 aided Village Primary Schools which ceased working during the year for want of local support, all the educational institutions continued to work satisfactorily. The total number on the rolls of the Colleges increased from 832 to 1,005. The strength of the High Schools and A.-V. Schools also rose from 6,193 to 6,386 and from 42,501 to 49,664 respectively. The results of the public examinations were satisfactory except in the Entrance Classes where only 282 candidates passed out of 911 sent up or only about 30 per cent. Out of 1,780 candidates who appeared for the S.S.L.C. Examination, 777 including 18 girls were declared eligible for College study. 8,480 candidates appeared at the last Lower Secondary Examination, *viz.*, 3,742 for the English and 4,738 for the Kannada section. The percentage of passes was 61 and 46·3 respectively.

In order to provide accommodation for the large number of students who applied for admission to the University Entrance Classes with Science and Mathematics as their optional subjects, additional Science sections have been opened in the Collegiate High Schools at Bangalore, Mysore and Tumkur. The London Mission High School, Bangalore, has opened a University Entrance Class in Science and Mathematics. A University Entrance Class in History has also been opened in Banumaiya's High School at Mysore.

Educational Reform.

You are aware that the question of re-organising the entire system of Education in the State so as to improve its efficiency and develop it on sound lines has been engaging the attention of Government for the last two or three years. Final orders of Government on the Education Memorandum were issued in May last. The most important measures of reform therein sanctioned are the gradual conversion of aided Village Primary Schools to Government institutions, the development of Vernacular Middle Schools to A.-V. Schools of a uniform type, the combination of practical with literary instruction and the establishment of a large number of industrial schools. The extension of the course of normal training, the provision of special facilities for the education of Panchamas and the revision of the scale of pay of all appointments in the tutorial line as well as of the inspectorate have also been sanctioned.

The execution of this programme involves an additional expenditure ranging from 14 lakhs to 21 lakhs in the course of five years. To meet this heavy expenditure Government directed the resumption of Local Funds General and Mohatarfa from local bodies to whom these items of revenue had been assigned in the year 1917 for providing additional facilities for education and medical relief in rural areas. The levy of an education cess under the Local Boards and Muncipal Regulations was also sanctioned to enable local bodies to contribute towards the cost of primary education in rural and urban areas respectively. Government expected to be in a position to give effect to the more urgent of these measures from the commencement of this year by immediately resuming Local Funds General and Mohatarfa. It has however been represented by local bodies that they have recently adopted programmes of development work relying on these resources and that their expenditure has increased since 1917. The question as to how much of these items of revenue may be resumed from local bodies without unduly crippling their resources and what retrenchments the local bodies may be advised to effect, is engaging the attention of Government. These circumstances have delayed for a time the execution of the sanctioned reforms but Government hope to be in a position to take early action in carrying out the programme.

Educational Finance.

I may in this connection refer briefly to the increasing difficulties of financing educational expenditure in the State. The strength of all the secondary schools and colleges has been increasing rapidly in recent years. The question of finding accommodation is becoming more and more difficult. The State has already devoted 14 per cent of its revenue towards education and is faced on the one hand with the increasing demands of higher education which already takes up two-thirds of the present total expenditure and on the other with the claims of the rural population in respect of elementary

education which cannot any longer be put off. In the present state of our finances any material addition to the allotments for education is out of the question. The increasing liabilities in respect of primary and higher education have therefore to be met by effecting suitable readjustments in the expenditure on education and securing the co-operation of local bodies in meeting a portion of the expenditure on primary education by local taxation.

Freeships and Scholarships.

Our rates of fees in schools and colleges are the lowest in any part of India. 40 per cent of the pupils in the Arts Colleges generally are free students. All students taking Pyhsics and Chemistry in the B.Sc. classes are free. The percentage of freeships in the Engineering College is 50 while in the Maharani's College no fees are levied. In the University Entrance Classes $33\frac{1}{3}$ per cent of the pupils and in High Schools 20 per cent are free. The total value of these freeships in the University and in the High Schools amounts to Rs. 87,000. If the recent abolition of fees in Middle Schools is also taken into account the total loss of fee income would amount to Rs. 2,37,000. In addition, the value of scholarships granted amounts to Rs. 4,47,828 including one lakh allotted for scholarships to backward classes. Altogethor the total value of freeships and free middle school education is over $6\frac{3}{4}$ lakhs, a figure equivalent to $15\frac{1}{2}$ per cent of the total budget provision for education. In view of the urgent need for providing additional funds for education in all grades, it is a question for consideration whether a reduction of our present scale of scholarships and freeships is possible. The question of systematisation of scholarships has for some time been under consideration. The veiws of the University Council, the Board of Education and the Inspector-General have been before the Government and a Commitee recently appointed to examine the whole position have submitted a revised scheme of scholarships proposing a reduction of the allotments for scholarships tenable within the State from Rs. 3,77,000 to Rs. 3,12,000 and those tenable in British India from Rs. 66,680 to Rs. 32,620, and also a small reduction in the number of freeships. These proposals are now under the consideration of Government. In the meantime, instructions have been issued to continue the freeships under the existing scale for the current year.

Industries.

The past year has furnished gratifying proof that the policy adopted by Government of poineering new industries with a view to their transfer to private enterprise after the completion of the experimental stage has been fruitful of results. The Metal Factory started by Government in October 1917 with a view to introduce the manufacture of pressed hollow ware in the State has been taken over by an influential syndicate. Negotiations are in progress for the transfer of the Government Soap Factory also to a local syndicate.

The Department of Industries deserves to be congratulated on the appreciation it has secured from business men who have come forward to take over on reasonable terms the industries it has pioneered. The right of working the Kaolin deposits discovered by the department near Bangalore has been transferred to a private company on certain concessional terms subject to the condition that the raw material should not be exported from the State.

There is evidence of considerable industrial activity in and near Bangalore and Mysore cities and various large concerns are rapidly coming into existence. Government have invited applications from Joint-stock Companies and business men for the concessions that may be required to start certain industries for which facilities are locally available. Four applications for concessions for the establishment of a large Sugar Factory have been received and are under consideration.

The administration of the department has now been entrusted to Mr. P. G. D'Souza, who has just returned to Mysore after a study of industrial and commercial developments and organisation in Europe and America during the past ten months.

Bhadravati Iron Works.

Work in connection with the erection of the Wood Distillation Plant and Blast Furnace and the collection of raw materials for the undertaking is progressing satisfactorily. The total expenditure incurred for the works up to the end of August 1921 amounted to a little over Rs. 120 lakhs. Almost the whole of the expenditure estimated for the Wood Distillation and Blast Furnace Plants has been incurred. The remaining capital expenditure will mainly relate to the construction of Tramway lines, and the purchase of roap-way materials for bringing down the ore from Kemmangundi to the foot of the hill. The Wood Distillation Plant and Blast Furnace are almost ready. There has been some delay in the receipt of the equipment for water-supply and the saw mill for billetting fuel. The whole plant is however expected to be ready for operation by July 1922.

Arrangements have been made for the mining of iron ore and flux near Chattanhalli and Sankaragudda in the Shimoga District as a temporary measure, pending the construction of the Kemmangudi roap-way. Sufficient quantities of material for the starting of operations have been mined and collected. The plant required for the crushing of ore and flux has been designed, and orders have been placed in England.

The two main lines of Tramway, *viz.*, the Bhadravati-Kemmangundi and Bhadravati-Agasanhadlu lines, of a total length of 45 miles, required for the transport of fuel for the works are almost complete and ballast trains are expected to be run shortly.

The buildings required for the accommodation of the staff in the new town of Bhadravati are expected to be completed by the end of December 1921. Estimates have lately been sanctioned for the construction of quarters for the Forest and Railway staff also. A

complete scheme of water-supply and drainage for the new town has also been sanctioned at a cost of Rs. 1½ lakhs. The work is in progress.

Krishnarajasagara Project.

There has been substantial progress on this work during the year. The gap in the dam has been raised to a height of 80 feet above the river bed, thus completing the storage contemplated for the first stage of the project. A portion of the body wall of the waste weir was constructed up to 77 feet above bed level. All the works undertaken were completed before the monsoon and a flood of 9 feet was safely passed over the river gap of the dam and also over the body wall of the waste weir in July last.

With the completion of the storage contemplated at the end of the first stage, Government have considered it necessary to examine the whole project afresh in order to determine the best method of obtaining from the Reservoir as satisfactory a return as possible on the outlay till now incurred and to revise the forecast of expenditure likely to be required in the further stages of the project with an estimate of the return therefrom. They have accordingly appointed a Committee under the chairmanship of the Chief Engineer to examine the question in all its bearings and submit an early report to Government. The terms of reference to the Committee include among others the following:—

(1) The suitability of the revised estimates for the second stage and the minimum requirements under further works to be executed within the next ten years;

(2) The relative merits of the Irrigation and Power Schemes under the first stage and the propriety of debiting the entire cost of the first stage of the scheme to the Cauvery Power Works;

(3) The prospects of Irrigation and Power revenue under the second stage;

(4) The advisability of undertaking the High Level Canal Project, and an estimate of its approximate cost and the revenue earnings which may be expected;

(5) The desirability of introducing a regulation on the model of the Irrigation Acts in force in British India with a view to further develop irrigation under the project.

The technical officers of Government have for some time past been in consultation with the irrigation experts of the Madras Government with a view to arrive at a satisfactory agreement on the technical issues connected with the Cauvery Arbitration case. Their report which embodies the proposals which the technical officers of both the Governments would recommend for adoption as an equitable settlement of the dispute is now under consideration.

Railways.

The metre gauge line from Chikjajur to Chitaldrug (21 miles) was opened for traffic in May last. A two feet gauge forest tramway

from Thadasa to Hebble (9·8 miles) was also opened for timber traffic. The total mileage of railways now worked by the State is 402. The outlay on railway construction and surveys during the year was Rs. 21,68,000 and Rs. 30,600 respectively. Owing to the urgent neces sity of incurring very large expenditure bringing the open lines to a proper standard of efficiency, it has been considered desirable for the present not to proceed further with the construction of the metre gauge lines from Shimoga to Arasalu and from Nanjangud to Chamarajnagar.

Backward Communities and the Public Service.

Government have passed orders during the year on the recommendations of the Committee appointed to consider the special measures to be taken to increase the representation of the backward communities in the public service and other allied questions. The Committee consisted of six non-official gentlemen, representatives of Brahmin, and Non-Brahmin communities, and was presided over by Sir Leslie Miller, Chief Judge of the Chief Court. The report of the Committee was received in August 1919, and the Government after mature deliberation and consultation with the heads of the principal departments passed their final orders in May last.

The Government, while not accepting the Committee's recommendations *in toto*, have decided that, *provided qualified candidates are available*, the proportion of the members of the backward communities in all departments of the State service should be gradually raised to 50 per cent of the total strength (exclusive of those in inferior service) within seven years. To achieve this end, Government have directed that during the above period of seven years candidates of backward communities should in respect of initial appointments be given preference over other candidates so long as they possess the prescribed qualifications.

As regards the qualifications prescribed for various appointments, the Government have directed that the existing rules be revised with reference to the needs and character of the work to be turned out. They have also sanctioned the formation of a Central Recruitment Board with one of the Members of Council as Chairman, to register all applications for appointment and to put applicants in touch with the offices where vacancies exist, and also to serve as a vigilance committee for watching the administration of the rules.

This order has been received with satisfaction by the great majority of the people of the State while certain sections have viewed it with apprehension. At the last Budget Session of the Legislative Council, I endeavoured to explain the essential equity of the policy on which the order is based and to allay the needless fears entertained in some quarters that it is likely to operate towards the total exclusion of members of the Brahmin community from the public service during the next seven years. But there still appears to be a great deal of misconception as to the object and the effect of the orders. I find that a number of questions relating to this subject have been put down

for discussion during this Session. I therefore think it necessary to explain the matter at some length to remove misconceptions.

In the first place the recent orders do not involve a sudden and drastic change of policy on the part of the Government. As a matter of fact, these orders constitute no more than a legitimate and inevitable step in the direction of the fulfilment of a policy inaugurated by my distinguished predecessors. So long ago as 1892, in considering the question of recruitment to the Civil Service, Sir K. Sheshadri Iyer, recorded a minute in which he wrote of the necessity "to maintain a proper proportion of all classes in the service" and remarked of the Brahmin community that "this class is already too well represented." During the tenure of Sir M. Visvesvaray's office as Dewan, several measures were adopted for securing the increased representation of Non-brahmin communities in the public service. In 1914, a somewhat lower scale of qualification for Amildari appointments was prescribed for Non-brahmin candidates. In 1915 this principle was extended to the case of Shekdars. In 1916 Government ordered that members of communities backward in education should be more largely represented in the public service and directed that 25 per cent of the appointments made in a year in a department or district should be given to qualified members of these communities. And in August 1918 the Government, in appointing the Miller Committee, said: "As there is at present a large preponderance of the Brahmin community in the public service, it is the desire of the Government of His Highness the Maharaja that all the other important communities in the State should be adquately represented therein. The question as to what steps should be taken to encourage the members of such communities to seek employment under Government in larger numbers has long engaged attention."

Secondly, it is not intended to prescribe different scales of qualifications for different communities for entering the public service The qualifications for any post will be the same for all candidates and the preference in favour of candidates of backward communities will not consist in exemption from the possession of these qualifications. But a duly qualified candidate of a backward community will not be passed over in favour of candidates of other communities who may happen to possess higher qualifications than those prescribed for the post.

Thirdly, the order applies solely to *initial appointments*. Promotion is to be based entirely on capacity and efficiency.

Lastly, there is no reason as I explained to the Legislative Council, to fear that for the next seven years Brahmins will have no chance of admission to the public service. Such a result would undoubtedly follow if qualified candidates from among Non-brahmins should be forthcoming for all appointments falling vacant. But these communities are so backward in respect higher education, that a sufficient number of candidates are not likely to be available from among them for some time to come.

It may be of interest to you if I mention that at the end of the year 1918, the total number of appointments in the superior services

of State was 13,946 of which 9,712 or 70 per cent were held by Brahmins and 30 per cent by others. What the recent orders of the Government seek to bring about is to gradually raise the representation of Non-brahmin communities from 30 to 50 per cent in the course of the next seven years.

In the light of the foregoing remarks it may be seen that these orders constitute no more than a measure of justice due to the bulk of His Highness' subjects and it is indeed unfortunate that they should have provoked a bitter controversy in the public press and on the platform during the past few months. Is it too much to ask the leaders of the Brahmin community not to view this matter from the mere standpoint of communal interests, but to look at it from the point of view of the well-being of the whole body politic? To Non-brahmins also I would say: The Government have recognised the justice of your claim to serve the State in an increasing degree and have afforded you special facilities in this behalf. Avail yourselves of your wider opportunities by training an increasing number of your young men for the public service and always show moderation in pressing your claims.—I believe that several of the leaders on both sides are already feeling that acrimonious controversy can do no good to themselves or to the State, and that the energies of all right-thinking people should be diverted towards constructive work in the regions of material and moral progress, and social reconstruction. I appeal to all, Brahmins and Non-brahmins alike,—to their good sense, and to their patriotism,—to put an end to bitterness and strife and to work together for the well—being and advancement of the State as a whole. I cannot in this connection do better than commend to your earnest attention the gracious words used by His Highness the Maharaja in his reply to the Non-brahmin deputation in June 1918:—

"Gentlemen, I am anxious that these questions should not create a cleavage among my people. While, as I have already told you, I sympathise deeply with the "objects which you have generally in view and while my Government will do its utmost to further your advancement it is my desire that in carrying on your propa- "ganda, you should be careful not to do anything that would tend to mar the unity and harmonious relations which have hitherto existed, among the different classes of my subjects and which I consider are an essential condition of all real progress. I trust that the Brahmin community too, will on their part display a conciliatory and tolerant spirit towards the other classes and show practical sympathy with them in their natural aspirations."

Before leaving this subject, I should like to say a word about certain remarks made by me at our last Session with reference to the withdrawal of subjects by certain members of the Brahmin community. I am pained to see that those remarks have been taken as intended to cast a slur on those members and the community to which they belong. I wish to take this opportunity of asking them to accept the assurance that no slur or offence was intended and that those remarks were made in the discharge of the duty I owe to the Assembly as its President, to maintain the character of its debates.

Women's Franchise.

You are no doubt aware that question of women's franchise is being agitated in different parts of India to-day. A deputation of ladies interested in the subject interviewed me in July last and pressed for the removal of sex disqualification in the matter of voting for and election to the Representative Assembly, the Legislative Council and Local and Municipal bodies. The deputation has been informed that the subject will be placed before the Representative Assembly and the Legislative Council in due course.

The question, as far as it relates to elections to local bodies has, I find, been put down by one of the members, for discussion in the Assembly during the course of this Session and the Government will decide on the further action, if any, to be taken after ascertaining the sense of the Assembly as well as of the Legislative Council.

The Mysore Newspapers' Regulation.

The repeal of the Mysore Newspapers Regulation, No. III of 1908, has been repeatedly urged for the consideration of Government by the members of this Assembly. Since the date of the enactment, no action by way of withdrawal of permission to publish a newspaper has been taken although warnings had to be administered in a few cases, and permission to publish a newspaper has been refused in a number of cases where the applicants were men of doubtful antecedents or whose training was obviously inadequate for the responsiblity of giving a lead to public opinion. The penalties provided in this Regulation are not graduated to the nature of the offence and are so drastic that there is reason to believe that it operates as a distinct obstacle in the way of the development of free and independent journalism. The question of the repeal or amendment of the existing law is now under the consideration of the Government.

In this connection I wish to draw your attention to the character of some of the articles and correspondence latterly appearing in a few of the newspapers in the State. Many of these appear to be inspired by the deliberate purpose of exciting class hatred and creating disaffection. The Government have so far refrained from taking action against such newspapers in the hope that the strong common sense of the public will itself afford the necessary corrective. In view of my appeal to all classes to sink their communal differences in the service of the State, I confidently look forward to a cessation of such writings and a decided improvement in the tone of the press.

Visit of H. R. H. the Prince of Wales.

Before concluding, it is my pleasing duty to announce to you that His Royal Highness the Prince of Wales has been pleased to accept the invitation of His Highness the Maharaja to include our State in the itinerary of his tour in India during the ensuing cold weather. Fifteen years ago we had the great privilege of welcoming His Imperial

Majesty King George V who, as Prince of Wales, was graciously pleased to honour Mysore with a visit, and we rejoice in this renewed evidence of Royal good-will towards us. His Royal Highness is welcome amongst us both for the proof he brings of the place that Mysore retains in the thoughts of the British Royal House and also for his own charming and gracious personality which has commanded universal love and admiration in all parts of His Majesty's worldwide dominions; and we eagerly look forward to his visit as the means of further strengthening the ties which bind Mysore to the great British Empire to which we are proud to belong, and on whose strength and justice the peace and progress of the world so largly depend. His Royal Highness is expected to arrive in Bangalore on the morning of the 18th January next and will leave the same night for Mysore where he will spend five days, including a shooting trip to Karapur. His Highness the Maharaja has no doubt that his subjects in all parts of the State will join in according to his august Guest an enthusiastic reception, fully in keeping with their ingrained sentiment of profound loyalty and devotion to the British Throne.

UNIVERSITY OF MYSORE.

The Vice-Chancellor's Speech.

AT THE CONVOCATION HELD ON 14TH OCTOBER 1921.

By the command of Your Highness, the task of delivering the address to this Convocation has devolved on the Vice-Chancellor of the University. It is an honour and a privilege for which I am deeply grateful, but mingled feelings of awe and humility, and a chastened sense of the solemnity of this grave academic function weigh down any formal or customary expression of that gratitude. For there are conventions which are greater than conventionality, and to-day's function is such a Convention of the world of learning and letters. One, who has grown grey in a service which has been to him a religious ministration, joins with head bowed low and heart on high as at an altar of thanksgiving and praise! *Sursum Corda.*!

As Vice-Chancellor of the University, it is my first and most humble duty to welcome the distinguished assembly before me to this great annual cermonial, the Durbar of Learning, which has a ritual and and symbolism, a pomp and paraphernalia of its own, consecrated by the traditions of ages and the customs of peoples. And if I feel invisible presences in this assembly mingling with the visible, if I seem to see hovering overhead in this Hall of Convocation a cloud of witnesses, in which hoary figures from Aryavarta and Kumarika, from the Vindhyas and the Sahyadris, from Ashramas and Viharas and Sanghams, from the forest or the cloistral Universities of Ancient India, mingle with flitting shades from mediæval Vijayanagar, lifting white hands to bless those who are enrolled to-day as Initiates and Novices in the Temple of Learning, it is not a fond illusion of fancy, nor an unsubstantial vision conjured up by the historic imagination. It is literally a phantasm of the Past, a resurrected Image. For, indeed, it is with the historic memory of a race as it is with the organic memory of the plant: the records of the undying past are treasured in the subterranean storehouse of the group-soul of a folk or race even as the organic responses of ancestral generations are locked up in the sea-moss (and the sea-anemone) buried six thousand fthomes deep in the bed of the ocean. And these lapsed memories and faded records flit back to life and rekindle into luminiscence, when the cycle of the revolving years brings back the season and the hour. It is thus that generation calls unto generation, and the procession of History deploys itself before us again.

BEGINNINGS OF ENGLISH EDUCATION IN MYSORE.

And not ancient History alone. The history of modern education in Mysore has also left an abiding mark on this pioneer University

in an Indian State. Two years before Lord William Bentinck's resolution on Macaulay's minute set the seal on the New Learning in a land of old-world lore and mediæval science, His Highness the Maharaja Sri Krishnaraja Wodeyar III introduced English in the capital city of his State as the vehicle of the new knowledge from the West, and the pioneer institution thus founded in an hour of destiny was known as the Raja's Free School. And the funds of the new education came entirely out of His Highness' Privy Purse, including the supply of books to the adventurous band of students, the Pilgrim Fathers of Mysore voyaging to an unknown shore. That Free School is a landmark in the history of Mysore.

So early, and under such auspices it was that Mysore began the race, and her zeal for State-maintained and State-aided education never flagged during the long arduous uphill climb which has brought her to the top of the mountain from which she can now contemplate if she will, the fair vista of a Promised Land.

Education in pre-British India.

Even so does Mysore worthily continue the old Indian tradition. For in Hindu India, from time immemorial, the State (and the nobility) had maintained Ashramas and Viharas, or provided Chatuspathis (of the Quadrivia), for the Higher Learning, and the village communities made communal provision by grant of Vritti for the Mahajani Schools (or practical mass education). The net educational result, so late as only two or three decades before the Maharaja's Free School, had been a free and widespread education, primary, secondary as well as higher, in indigenous India, for a parallel to which, in the middle ages or earlier, we must go farther east, in fact to China, Burma and other Buddhist countries, in which village schools were conducted by monastic brotherhoods, or in which the State organised the adminstrative ranks on the basis of a competitive examination in the national classics, classics which, like our own Mahabharata, were at once *vade-mecums* of administration, encyclopæ dias of useful knowledge, and storehouses of heroic legends.

Even in that dark first decade of the 19th century, darkest India showed a fairly illumined chart of literacy, witness the census of 1813, witness also Munro's minute on indigenous education and Elphinstone's on the Dakshini grants of the Peshwas. Not less than 30 per cent of the boys were at school and not less than one in 600 or thereabouts (as compared with Scotland's proud score of one in 500 twenty-five years ago) was receiving in the tols and muktabs an advanced instruction in Grammar, Rhetoric and Belles Lettres, in Logic, Law or Astronomy, in Therapeutics and Medicine, roughly corresponding to the University grade in our days. But when the new learning from the West installed itself, the gentry and the priestly classes disdained to pay court, and the figures show with great probability that of every hundred who had devoted themselves to the Higher Learning in Pre-British India, only 16 had taken themselves

to the New Learning by the end of the 19th century, *i.e.*, till so late as two decades ago, and the residue had diminished by 36 per cent. The total number of persons engaged in advanced studies had been actually diminished by a third. It is only since the advent of the new movements of the Teaching University and of the smaller regional University in contemporary India, of which Mysore is a pioneer and scout, that our generation is beginning to push on to the point (and beyond the point) at which mediæval India had carried us before.

THE NEW LEARNING AND THE OLD:—LOSS OF LITERACY.

The history of modern education in India began, then, in a conflict between the Old Learning and the New. It was Macaulay's zeal for useful, practical and scientific konwledge that brought on Lord William Bentinck's Resolution of March 1835, which decided in favour of English education to the entire neglect, alike, of oriental learning and vernacular mass education. This violent breach of continuity had, as we have seen, one undesirable result: there was a great loss of literacy in the country for several generations. For the old tols and muktabs and the old village or communal schools had been adjusted to the old socio-economic order, but under the new *regime* the social adjustment of educational values and educational organisations was upset,—with a resulting loss of literacy, both the higher and the lower literacy, in alarming proportions, which continued for generations, and is being only now recouped.

As I have pointed out elsewhere, the blunder was natural at the outset. Not only in the educational policy, but also in land tenure and revenue administration, and even in the sphere of civil polity and law, it was the reforming zeal of the abstract doctrinaire, not of the farseeing and fore-seeing statesman, that prevailed. Sir Henry Maine, Sir Alfred Lyall, and other students of Indian Sociology have commented on the blunder of rashly destroying ancient institutions and over-turning the indigenous principles of sociol—egal and administrative polity. Indeed, Sir Henry Maine brought about a healthy re-action in the sphere of civic polity and Law. But there has been no Sir Henry Maine in the British educational administration to preserve and foster the inherited cultures and humanities of the people, and what is more vital still, to divert their indigenous passion for learning, the old Eastern instinct of disinterested knowledge, to the channels of modern thought and science.

Thus it was that the modern Indian Universities in their ideals organisation cared little for placing themselves *en rapport* with the indigenous ways and tendencies of thought, or the inherited cultures and humanities of the Indian peoples. It was the business of the Universities to engraft modern scientific thought and criticism and modern social aims and ideals on the old stock of Hindu or Islamic culture, but they chose to begin as if the Indian national record were a *tabula rasa*. But no Indian University can become a national institution, if it ignore the literary, the aesthatic, or the philosophical

heritage of the Indian peoples, whether Hindu or Mahomedan. All this has brought about a curious predicament: the University—educated Indian lives in two different worlds in the home and on the public platform, but is really at home in neither. Accordingly, Vidya (Scientia) has not been justified of her children. Knowledge has failed to be socialised, and to bear its proper fruit in freedom and the joy of life, or in the disinterested joys of creation and self-giving out of the fulness within.

Need of Historic Continuity

Indeed, the transition from the mediæval to the modren was on the whole gradual and continuous in Europe; at any rate it was a process of growth from within. In India, there has been a violent disruption, a breach of continuity in the national life and consciousness which has made genuine thinking rare, if not impossible. We think in counters and symbols, in meaningless abstractions and second-hand formulæ, and are cut off from those original experiences of life and nature which are the only springs of scientific or philosophic thought.

Historic continuity, then, in the national life and consciousness cannot be broken with impunity. At the same time the nation must outgrow its old wrappages and swaddling clothes. Leaving the Ashramas of Rishis, and Viharas and Chatuspathis of the Scholiasts, the Genius of the Nation must come out into the cosmopolitan arena of modern life and interests. The problem before us is to adapt the highest Hindu (or Mahomedan) thought or spirituality to modern ideals of life and the universe, a problem which can be attempted only by minds familiar with the types and forms of culture in the East as well as the West, and able to survey from the philosophic height of Universal History, as from an Eiffel tower, the march of the human mind in any particular race or age.

It will be now apparent that the conflict with which the *regime* of modern education in India opened a hundered years ago,—the conflict between the Old Learning and the New, between indigenous and foreign education, the Eastern and the Western Humanism,—was never solved or resolved, but only driven under-ground. And to-day it has broken out in a virulent epidemic form, and threatens to make an end of all education, in the name of national education.

National Education.

What is national education? Is it to be a return to the forest Ashramas or the monastic Viharas? Is it to be a return to the paint—bedaubed peepul tree in the village, to the dim cloisters in the rock-cut caves, or to the chequered shade of the Ficus Religiosa by a purling stream? Is it to be a return to recitation and mantras, to the oral tradition of learning, the memorising and the recital, the enthronement of authority and dogma?

This would be a futile anachronism, even if the resuscitation were possible. But the spirit of Bharata Varsha is not an anachronism!

That spirit transmigrates, and embodies itself anew in the generations of Man! Persian or Greek, Semite or Scythian, Turk or Christian, whoever has wandered here and pitched his tent within the shadow of the snow clad Himalayan ranges or the sempiternal roar of the Indian ocean, has come under her mysterious spell. That soul of India has through the ages gone on creating a synthetic culture, in which Nature and Man have been comrades, all sentience has had its kinship recognised with reverence and homage, and the group or communal consciousness has been the nursery and school of the individual conscience. This Indian spirit has conceived an educational ideal and an educational organisation, and has written on imperishable tablets outstanding chapters in the History of Human Education, as memorable as those of the Pedagogy of the Greeks, or of the European Renaissance. The essential stamp of the Genius of India is seen in many features of this indigenous education—in the outdoor or open air study in intimate touch with Nature, in a corporate life or residence which weans the young from the home for initiation into the greater family of the academic corporation, in long and leisurely years of scholastic study, and above all, in the rule of Brahmacharyya, the rule of the student life comprising three great vows, the vow of chastity, the vow of poverty, and the vow of labour. The vow of Brahmacharyya embraced not only abstinence from luxury and from all impure excitements, not only temperance in mind and body and speech, but also the obligation of Rita, the truth. The vow of poverty abjured all covetousness and money-getting, so that the private purse of the student, prince or beggar that he might be, was cut down to the barest minimum. The vow of labour imposed on the Vidyarthi, the seeker of knowledge, menial duties for the Guru-griha and the student brotherhood, not omitting building and household economy and conservancy, and made honourable even begging for the maintenance of the Gurukula. The educational ideal was two fold in character; in an individual reference it was Atma-Vidya, or Brahma-Vidya, the knowledge of the Self, or the vision of the Absolute as the Self, the ultimate goal to which every soul must press forward in the cycle of births and deaths; in a communal reference it was the conservation and transmission of the tradition of culture and learning, of the arts and sciences, from generation to generation, a debt which the individual owes and must repay to the Rishis, the Fathers of the Race.

One characteristic mark of the Educational organisation was this:—Education was organised as an integral element in a man's social status. The social and communal systems on which the educational organisation was based ordained a practically free and compulsory higher education for the Brahman, Kshytrya and Vaisya classes and a well-nigh universal primary education for the village communities. This social and communal status not only socialised education—it ensured that the theoretical instruction, whether elementary or higher, was supplemented by vocational training, in and through the Upavedas, and later on, through the Vidyas and Kalas

(sciences and arts),—though there was a retrogression in the latter-day Chatuspathis and tols. Such is national education, the genuine Swadeshi commodity. Our Universities have much to learn to-day from this old indigenous organisation. They may usefully build on the national foundation. But then the foundation must be broadened as well as deepened to answer the living needs of the *complex democratic* civilisation of modern times.

But a so-called national education, which is neither national, nor even education, and which, in the anxiety to avoid breeding exotic plants and orchids in a hot—house, would convert the fallow young mind of a whole generation into a noisome jungle of impenetrable cactus and thistle militates against the national Dharma of India—it leaves unpaid the debt to the Rishis, the Fathers of the Race. Back to Nature and her noble savage is the cry that goes up from the land. At this cry, Father Agastya in the south raises his bowed head and begins to retrace his steps, and that great machinist, Visvakarma, throws up his implements in despair, for the arts of civilisation which Visvakarma and Agastya initiated threaten to crumble away in a land which has been fitted to become a Karmabhumi, the land of works, through ages of Tapascharyya.

For a national education which abjures Science, machinery and foreign commerce misses the great outstanding fact in the History of ancient Indian University organisation and the connected History of India's Commerce with the world. That fact is this:—the great Indian Universities harboured the experts in machinery (Yantra-vidyas) and the Chemists and metallurgists, and the three great Indian discoveries or inventions which followed, the fast dye, the indigo extract and the tempered steel,—enabled India to command for more than a thousand years the markets of the East and the West, and secured to her an easy and the universally recognised per-eminence among the nation of the world as the Mistress of the Middle East, more so than the Munera Terrae, the perfumery and spices of her woods, the pearls of her seas, or the diamonds of her mines. A sane nationalism would revive the educational policy that led an Eastern country to that great achievement, a world-wide foreign commerce from the Eastern Archipelago to the shores of East Africa and South Europe, without the imperialism of a Rome or a Spain. And if unfortunately India gave the secret of the Damascus blade to the world an early instance of science ministering to the arts of destruction, she also gave the Buddha and the Perfect Law to a world in darkness and in chains. A sane Nationalism in a national Indian University would seek to harmonise science and mechanism with Ahimsa. and hold forth, to generations yet unborn and a world in tribulation, the Indian ideal, once realised in History, of a non-imperialist world-commerce, alike in natural commodity and in spritual Freedom. Which University will lead the way, one would muse and wonder, that which inherits the double renown of Vidya-Vijayanagar, on the upper reaches of the Caveri,or that of the Eternal City on the Trident laved by the celestial Ganga or is it to be both linked together,

as they significantly are, by a common Head, one who is the patron of those giant works, those installations of modern science and mechanism, where the Caveri falls roaring on the jagged jungly rocks of Shiva Samudram, like Ganga descending on Shiva's own matted locks and who is also the inheritor of the immemorial tradition of the East, of Maitri and Peace!

THE INTERNATIONAL UNIVERSITY.

This leads me to a paradox.—A truly national University in India must be international. For India has always been the meeting-ground of divers civilisations, God's own melting-pot for the fusion of warring races and cultures heated in the furnace of tribulation. The radicle of every Indian people to-day is a composite one, physically as well as culturally. And if this compositeness applies to the geographical distribution in racial zones, it applies with equal truth to the temporal distribution, the historic procession of the ages. For India is at once ancient, mediaeval and modern. And she is united to the Semitic East of Western Asia, as she is united to the Mongol East of Far Cathay. Universalism and synthesis have therefore been India's message throughout the ages, in the Religion of the Gita, in the Sarvadharma (Universal Religion) of the Jina, in the Sarvagama-pramanya (all-religious-true) of the tenth century, in the Bharathapantha (the All-India Road) of Kabir, in Akbar's Dream, in the Yezur-Veda of Nobili, in Raja Rammohan Ray's cosmic vision. That perpetual fount of Universalism has not dried up on this soil. A world gone mad and clanking the chains in Hymns of Hate, looks and looks not in vain, to the East, nay to India, for a new gospel of Freedom, a gospel born of the Peace of the Spirit in the oneness of the Brahman!

Even in Pouranik India, the Indian Universities studied the Yavana-mata, the foreign cult and culture of the times. This was the last but one of the 32 sciences, the penultimate science. The strange spectacle of National Universities in a modern India declaring war against that world-culture, the Yavanamata, with all the violence (and *strafe*) of a Durbash's soul-force, constitutes one of the great Betrayals in History, the betrayal of the mother by her best beloved, nay, her own truest child!

THE REGIONAL UNIVERSITY.

From the international University to the Regional, which is now my theme, is not so abrupt a turn as it might seem. Both are signs of the times, complementary expressions of the twentieth-century Renaissance.

The international University, as conceived in recent International Conferences, will be a twentieth-century El Azhar, congregating, in some world-centre, characteristic national groups of travelling or visiting professors and students from the various Universities of the world. Like those wandering bands, the scholastic vagantes, of

Mediæval Europe, or like those visitors to our own Mediæval Universities of Vikramasila and Odontopuri so late as the twelfth-century from Samarcand and Sir Daria in the West to Siam and Chakradvipa in the East, this twentieth-century fraternity of scholars will forge anew those golden bonds of international camaraderie which were shat tered three centuries ago by the fateful advent of Nationality and still more of Nationalism in the post-Renaissance world! Mysore University will gladly take part in that fraternal world-exchange, when the call comes.

The University and the Synthetic University.

In the meantime we will be building up the regional University of Mysore. For we in India have now definitely left behind the era of the examining University, as well as that of the affiliating University which regulates College teaching but does not itself teach. Our prototype London has herself undergone two transformations, and will yet undergo a third under the recommendations of the Haldane Commission. In India the Teaching University came to birth in 1905-1906, on the heights of Simla. Its first local habitation and name was the University of Calcutta. It taught only the post-graduate courses. But its real greatness lay in this; it created a new organisation for the first time on Indian soil, the organisation and Indianisation of Research,—a creation which has done more there than anything else to earn brotherly recognition for the synthetic vision and genius of India in the World's Commonwealth of Learning to-day.

Of the teaching University, there are many structural types, the Unitary, the Synthetic, the Federal. The Unitary type has a single centre with one or more incorporated or constituent colleges. The Synthetic type builds on a synthesis between the University and the Colleges which have a quasi-independent foundation. Where a Teaching University comes as the crown and apex of a long history of Collegiate developments as in Calcutta, the synthetic type is a necessity. In Mysore, there has been a similar history, but the colleges are all State Colleges, and the State University has been fortunately able to incorporate them all. So far it has conformed to the Unitary type. But it has two centres, and therein it departs from the orthodox Unitary pattern. Ours, therefore, is the inevitable *tertium quid*, neither a Unitary nor a Synthetic University proper. And until the University organises independent Departments of its own, we tend to have a diversity of colleges under one central administrative control rather than a Teching University. The predicament of Calcutta is worse; it has centres everywhere and a circumference nowhere except in a five-mile belt in Dacca! Whether our position in Mysore is one of stable or unstable equilibrium remains to be seen.

Pioneer Work.

If in the matter of a Unitary polycentric University we have been pioneers in India, we are likely to be pioneers in a still more important development which has a world-wide interest and significance. By one of the accidents of our Collegiate history, this University teaches

Arts and Humanities in one place, and Science in another. But she must teach that inter-connected Humanism and Naturalism, which is the badge of modern life and culture. To be modern she must supplement Arts with Science and Science with Humanity, With these coming developments, Mysore will assume the character of a Federation of University colleges, or practically of Universities. The experiment in federation failed at the Victoria University because it was on an affiliating basis and was externally imposed. We here in Mysore are bound to succeed because it will be a natural development from within on a Unitary basis. In India, the United Provinces of Agra and Oudh,—if not Bengal, East and West—are likely to develop a Federation, *after* we have solved the converse problem of developing autonomy within the limits of central control.

In another matter we have been precursors. Mysore has interpolated a one-year course (which she calls the Entrance class) as preparatory to the University. We may have to extend it now, but the experiment was in the direction of the Intermediate College, now seen to be a vital necessity.

Our Extension lectures and University Publications are yet in a rudimentary stage, but they testify to a fundamental fact: we aim at developing into a People's University, that coming event in the History of Human Education! A necessary corollary is a Mission to the people

DESIDERATA.

But we have not been equally forward in many another direction. We have developed a post-graduate degree—the M. A., in the Arts department, but none yet in Science. We have not yet differentiated between Pass Courses and Honours schools for graduation, though this is a necessary foundation for the development of Research. And in the matter of Research, that training which comes of the joint work of the professor and the post-graduate or Honours student is not in evidence. We issue no Bulletins of work done in the various departments of the University, and though one or two individual Professors in the University and the Curator of the Oriental Library, have done valuable work which has met with wide recognition in the learned world and in distant Universities, we as a University have done little or nothing to organise Research. And yet Research, the Advancement of Learning, creative or constructive culture, is the very breath in the countenance of a modern University, indeed of all national organisation and admistration in a progressive State: its endowment is always an object of special concern to Parliaments and Governments. For any intensive administration which is faced with problems of development, and which must aim, according to a pre-ordered plan, at utilising to the full all the resources and capabilities of a people and region, can ignore Research only at its own peril!

WOMEN'S EDUCATION.

The higher education of women has been attempted by us in the grand style, with a Women's College and Women Professors and

Senators, which might have satisfied Princess Ida herself, though there is nothing particularly epic or homicidal in it. But somehow our programme has not caught on. Man rarely succeeds in educating woman, though woman makes it her daily business to educate (and to civilise) man, and succeeds—more or less!

Now that the great war has brought a truc, a perpetual one, seemingly, between the sexes if it has not yet united the Nations in a League, it is proper that we set our house in order. The immobile rigidity of the position in India as regards High School and College education for girls is not merely a result of India's conservatism or apathy. In organising women's education, the abstract doctrinaires mishandled the problem from the beginning. There have been two capital blunders. They ignored the essential fact that women of different social traditions and functional classes are more differentiated than are men, and that a compulsorily uniform public school gradation or plan for men and women, or even for women of differing traditions, would be going against the grain. They also fell into the grievous blunder of making the termini and the spans of the different grades of education the same for boys and girls, irrespective of the differences in their cycles of physical and mental growth, and irrespective of the varying termini imposed by divers marriage customs and marriageable ages depending partly on those very cycles. In Mysore, for example, keeping in view the existing or emerging social stratification and girls' marriageable ages, there ought to be successive termini at the ages 12, 14, 16, 18, as we pass from the Primary to the Intermediate stage, and each terminus should open into a proper sphere or destination in society, or lead on to the next higher stage. And for growing girls between 14 and 18, all public tests or examinations are to be shunned as suicidal for the race. In the upper forms of the High Schools there should be more (and higher) imaginative and historical literature in the vernacular, for those girls who go in for Arts. Continuation classes at home, for married women and widows, should be started under the auspices of women's associations like the Mahila Seva Samaj of Bangalore. Training in home-industries and vocational education should be provided in the schools for such young widows as cannot go beyond the school-leaving stage, necessarily a large class where a considerable section of society have the custom of early and universal marriage with no remarriage for widows, and have latterly developed the practice of matching and mating two such classes of unequal incidence of mortality as girls between 9 and 12, and youths between 18 and 22. The University education of women must also be remodelled in two different directions. First, in the ordinary University Course, women may be given the option of additional courses in literature, the fine Arts, Hygiene or Advanced Domestic Economy and Domestic Science, in lieu of certain subjects in the regular curriculm. Secondly, and this is even more important and urgent, special facilities should be granted to women for learning the professions of Teaching and Medicine, and for being trained in child welfare, social service and social propaganda work, such as will give

them proper openings in the sphere of women's work and status in the new Indian polity. It is only when women's education has been remodelled from top to bottom on these lines, and the original blunder rectified, that in the existing social conditions of Mysore we can hope to draw upon a normal and steady flow from the lower into the higher channels in place of the scanty, capricious and intermittent supply of the last quarter of a century.

NEW FACULTIES.

Again, as an infant University, our Faculties are yet undeveloped. Engineering and Commerce, normally the earliest and the latest to appear, have already emerged. To this Teaching may be added as having already arrived. But others are waiting in the vestibule, or perhaps in the streets. To take these in the order of their urgency, as I conceive it,—Agriculture, Forestry, Mining, Medicine and Public Health, Chemical Technology, Law and Administration, Oriental Research have yet to make headway, from the field and the forest, the mine and the workshop, the Court or the hospital, the school or the Pathasala, entering by all portals into the University,—for the University of to-day, like the State itself, is universal as life! But they cannot all come in at once. First there is a certain natural order in the development of these studies which cannot be transgressed. Secondly, their order must also conform to the order of development in the social and the public economy of this people and this State. Thirdly, facultative studies in the University can develop only after (and out of) the intermediate Colleges which will add certain optional courses in applied Science and vocational training preparatory either to callings in life or to technological studies for a license or diploma in the University.

Let me take agriculture for an example. Mysore, like the rest of India has in agriculture the one original staple industry, the fruitful mother of a hundred more, and the great nourisher and provider of her children. And Mysore must guard against the devitalising process, the abandonment of the soil, of field and farm and homestead, which inevitably ends in rural destitution and devastation, in the overturning of the economic balance, and in the drying up of those reservoirs which feed with a plentiful supply not only the State exchequer but also the factories and workshops depending on the raw produce of the fields, the forests and the mines. Only the development of agriculture as a means of independent income or livelihood for men of narrow means and narrower acres can avert these risks of rural depopulation. No doubt, high-class research work on soils, manures and pests, on cross-breeding, acclimatisation and fertilisation, will continue to be done by Research Departments, whether outside or inside the University, but that which a country with the agricultural population and capabilities of Mysore must develop with zeal and foresight is a number of agricultural (and connected) pursuits in central as well as outlying tracts, and these can be built up on a modern basis only by the co-operation of the State and the landed as

well as landless cultivator, with the help of trained intelligence and co-operative credit. A considerable body of trained entrepreneurs, agents and overseers, working on Sir Horace Plunkett's plan of co-operative production and co-operative distribution, are required to solve the agricultural problems of a peasantry not less numerous than the Irish, and in this country they can be created only by the intermediate Colleges on their vocational side, in which liberal education in the basic and applied sciences will be combined with practical training and farm work to be followed presently by one year's further training for the lower University diploma. These trained men attached to the soil and sprung from the soil will form the necessary link between the peasantry and the experts of the Research Department and of the Model and Demonstration Farms, but unfortunately this has been hitherto a missing link in the evolution of a scientific, at any rate a modern, Indian, agriculture. Many things await skilled and co-operative treatment; intensive farming, the growing of cotton, sugar-cane, oil seeds and fibres, dairy farming, cattle breeding and fodder ensillage, among others; but a system of instruction in practical farming in the field classes or in secondary schools, will fail to evoke the capacity for that intelligent adaptation and control of the processes or factors involved, which only a scientific education ensures. And such scientific education of a foreign tradition and in a foreign vehicle cannot be imparted to the Indian before he reaches the intermediate and the University diploma stage.

What applies to the department of agriculture and to its intimate bearing on the coming developments in the University applies with greater or less force to other departments as well, such as those of Public Works, Industries and Commerce, Mining, Forestry, the Geological and Chemical Departments, and Archæology. Many of these departments exist for developing to their fullest the capabilities and resources of the State, and the best of capabilities is of course the capacity of the people,—which must therefore be trained. The University is the central organ of that teaching. It builds the scientific foundation in correlated studies and in pure research and it must complete the practical training given in its own departments by means of filiation to and co-ordination with the corresponding departments of the State. An intimate alliance between the State Departments and the State University for training as well as research is a characteristic feature of advanced and intensive educational administration and organisation to-day. Indeed such filiation and co-ordination are a *sine qua non*, if the State University is to be, not an Encyclopædic University of the Napoleonic pattern, nor a Pure Culture or Research installation, but a Regional University whose business it is to organise teaching and research so as to develop the material and moral capabilities of the region and the people in intimate relation to each other.

But this alliance does not mean that the graduates so turned out must expect to be absorbed in the State service or administration. Some of them will certainly be so absorbed, but by far the larger

number must carry on work in new and virgin fields by individual or joint enterprise and effort. They must settle down in the country, or spread abroad, over the Indian continent, carrying far and wide the prestige of their own State and their own people as among the most potent and creative forces in the Indian Renaissance which is being borne to-day in the throes of a mighty birth!

It is only thus,—if we sow the seed broadcast on the soil,—that, one day, a great harvest may await the sickle of the Reaper. But Doubt never sowed, nor Impatience ever reaped. We are on the Mount of Vision, and must possess the faith that crosses the wilderness and climbs the mountain to be vouchsafed the sight of the Promised Land.

Our University students (not discounting the Entrance Classes), roughly speaking number 1 in 3,200 of the population, against Bengal's 1 in 1,500, and Scotland's 1 in 600 several years ago. Those who fear a glut may set their fears at rest. And the best comfort is the reflection that this is a Regional University for which there can be no glut or over-production. For a Regional University, as I said in my inaugural speech at the Senate, adapts its studies to the utilisation of the man-power as well as the natural resources of the region. The organisation and training of efficient manhood in every department of national and social activity is the watchword of education, and the University is the chief agency in the mobilisation of all the cultural resources of the nation for the paramount purposes of national expansion and progress, nay of national existence itself. A regional University is the people's business, and it is a first charge on the national income.

UNIVERSITY FINANCE.

One curious fact stands out on an examination of the expenditure on the University under the different heads, a fact which is apt to be missed and therefore deserves to be mentioned—it is the exceedingly low additional cost of the arrangements which have converted the previously existing Colleges into a Regional University. If it be remembered that the Central College, the Maharaja's College, the Maharani's College and the Oriental Library, were all in existence before the University was born, and that the Engineering College was in existence years ago, though it was subsequently disestablished, if it is also borne in mind that with the growth of the student population and its needs the further extensions and developments of these Institutions could not have been prevented, it will be realised that the arrangements for their conversion into a University do not cost more than three quarters of a lac in all, out of a sum of about forty-three lacs and a quarter, spent on education—in other words, no more than 1·7 per cent. Even if the University as such were to cease to exist, these Institutions could not cease, and the relief to the public funds, so far as the recurring expenditure is concerned, would be no more than a rupee and twelve annas out of every hundred rupees spent on education in the State. With this sum of a rupee and twelve annas

we ensure a future of progressive efficiency and economy for the remaining 98 rupees; we give a central organ, a sort of cerebro-spinal system, to the educational organisation of the State; lastly we give a Regioual University which is at once the heritage and the intellectual capital of every province in India, to-day, and to which a progressive and enlightened State here in the South first showed the way.

Pending Questions:—The Senate Committee for Reorganisation.

Other questions still await solution and are being considered, *e.g.*, the question of College fees, or in other words, the share borne by the State of the cost of educating each student,—the scheme of scholarships and stipends in the University,—the proper regulation of Science teaching in the Entrance and preparatory stages and the extent of accommodation for Science students in the University,—the place of the Vernacular and other languages in the curricula,—schemes of Physical Culture and of medical inspection and student welfare,—the introduction of post graduate course in Teaching,—the provision of a year's practical training as a preliminary to the Bachelor's degree in Engineering, and the future course and development of the Commerce Department.

But the question of questions before us is the orientation of our University to the scheme outlined in the monumental report of the Calcutta University Commission. That was in reality an all-India Comission, and the older Universities have begun to build on the ground plan sketched by the Commissioners. Our University in conformity to the general plan must remodel and re-orientate itself, and the Senate appointed a Committee in March last to report on the question. This reorganisation must be our main business in the next two years.

Statistics of passes:

The number of students in the colleges has risen steadily from 593 in the year before the University was started to 1,048 in 1920-21, —an increase of 76 per cent. The increase was roughly speaking 4 per cent in the first year, 19 and 14 per cent successively in the next two years, and 26 per cent in the last. This shows an acceleration. The number of Entrance passes increased from 120 in 1917 to 420 in 1920, but fell to 282 in 1921, owing to a heavy percentage of failures. The proportion of passes has been very unsteady, having been in the neighbourhood of a half in 1917 and 1920, and of a third in 1918, 1919 and 1921. The number of B.A.'s has risen from 40 in 1917 to 135 in the present year; and the number of Bachelors in Science from 12 in 1919 to 28 in the present year. The number of Bachelors in Commerce has been 20 in this year as in the last. 29 students passed the Bachelorship in the Engineering, but they are not entitled to the degree till they have completed a year's practical training in some approved Engineering firm or works, 15 have quali-

fied for the Master's degree, 4 in English, 1 in Philosophy, 3 in Sanskrit and 7 in History, Economics and Political Science. 4 ladies are eligible for the Bachelor's Degree in the present year against one lady graduate from this State in 1917.

The percentage of passes for the B A. Examination has varied far less than that for the Entrance. Discounting the last year, when only a third of the candidates were successful, the portion has been well over a half; and in the present year it has been well over three-fifths. In the Entrance, the proportion has fluctuated from a third to a half; in the B. A. from a half to three-fifths. The higher level of success in the later and higher examination shows that the Entrance serves its purpose as a sieve to some extent.

It appears that the number of graduates turned out in the last two years bore a proportion of 40 per cent to the number of candidates who had sat for the Entrance Examination in the corresponding biennium three years back.

We have not gone in, it appears, for the opposite system under which many are called but few are chosen : in other words, where the matriculation percentage is high and the percentage of graduation low. The question of adopting one system or the other, is a matter of free choice, depending on considerations of the social economy and the effective social demand for different grades of training and efficiency.

I cannot close the brief report of our work during the last year without expressing my grateful regards for my distinguished predecessor Sir Leslie Miller who guided the fortunes of the University during an interregnum. His administration of the affairs of the University was marked by a sound and penetrating judgment, clearness of perception and a judicial habit of mind. These traits, coupled with a dignified and imperturbale urbanity of temper, have made him a most helpful and valued Colleague on the University Council. His address at the last Convocation, in sounding a note of warning as regards the financial outlook of the University, appealed to local beneficence and patriotism for the endowment of Chairs in the University, and it is to be hoped that a fitting response will be forthcoming to an appeal so frank and convincing. * * * *

It gives me great pleasure now to address a few words to the students assembled at this Convocation. You who have been called by your Alma Mater to receive her benedictions—my first greeting to you is in the words of the poet " My heart is at your festival." I congratulate you on your personal triumphs and successes. I congratulate you still more because you live in stirring times. It has been your lot to live through the greatest War in History, through a world cataclysm which has changed the face of things on this globe for all time. " One hour of crowded glorious life is worth an age without a name." The great War has been even more fatal to all half-truths and make-believes, to patched-up virtues and soft glosings, than any of the great Religions of Mankind. And young as you are, the Psychology of War and of the after-math of War, has profoundly affected the perspective of youth. The "vision splendid" in you has assumed a

sober colouring from man's mortality, and your ears have heard the song of the Fates, above the roar and tumult of the world!

For many of you, for most of you, questions of personal happiness and unhappiness are beside the mark to-day. With your motherland in a devastating conflagration, in the throses of a mighty convulsion which has broken up her peaceful and ordered progress, you are burning with a passion for you know not what—a passion of self-immolation in some glorious cause. Nothing external has happened to you, but of a sudden you feel that the world has changed its face—there suddenly start up around you enveloping mists and dazzling glories, angelic choirs and dreadful silences. You, young men, are those of whom it was foretold: your young men shall dream dreams. They are those who live in Messianic times for whom the far-off divine event comes and stands greeting at the door. That event and those times do not bring glad tidings. Most often, they are times of tribulation and of darkness, but a divine madness fills them. I read signs of that enthusiasm in your hungry eyes. I will not summon you to the bar of Reason and arraign your Hope of visionariness and your Love of blindness. Love is apt to be blind, and Hope is always enchanted. But I call you, children of Bharatavarsha, to a larger hope, and a diviner Love. That Hope shall make you free as the Truth alone can make you free, and that Love shall be Wisdom.

But first let me speak to you of the other Love, which possesses with something of a demoniac possession; the love of your country, the love of Freedom. What is your country? What is your Freedom?

I will answer for you. Your country is Bharata, but Bharata is not, has never been, confined within territorial bounds. Brahma is the true country of the Spirit; that has been India's claim through the ages Brahmavarta, Aryavarta. Bhratavarsha, Jambudvipa,—in extending circles, the country of the Spirit has ever moved forward; it has had territorial embodiments but no territorial limits. The visible country is but a symbol of the cosmos, the visible History is but a moment in Eternity. You cannot be true to your country if your vision should be so blurred as to barter the cosmic and the eternal for a place in or out of the British Empire, or, for that matter, for the dominion of the Earth. You belong to a tradition and a race that carried with it the original home, Brahma or Brahmavarta, in its march, its migrations, its settlements. Do not sell that birthright for a mess of pottage. Claim the entire world as your own. Wherever the Atman reveals itself you have your country and countrymen; wherever the Atman is dishonoured, you are ousted and dishonored. Correct therefore your passion for territorial nationality from your country's true standpoint. Political, national, territorial organisations, and delimitations, the historic passion and patriotism, are all very necessary, all very real, and must be accepted as a working arrangement, but not unto blindness and obsession unto hate or fury, unto the self-alienation of the Spirit. India, this Greater India which has no bounds or confines, calls to you as your *patria eterna*. May this

Sanatana Bahrata, your Eternal country, represent, through you her sons, in the Leagues and Councils of the World, the idea of this extra-territorial nationality, this extra-territorial sovereignty, which the creed of Buddha, the Enlightened and the Enlightener, first preached to the world. A Buddhist Sloka given by Aryadeva, the itinerant Buddhist preacher to the masses, exhorts the sovereigns of the world to follow the code of Dharma without territorial limits, a Code of Laws which places the good of other States and peoples in the same category with that of their own. See that you are not betrayed into any obsession of hate which makes you unfit to be Servants of this Greater India, in whose name you must go forth to the nations of the world. It is a name which unites—for the follower of the Prophet will recognise herein the advent of his Islam, the Peace of God,—and the follower of the Son of Man, the advent of the Kingdom of God.

Unites! For it is the one great law of Personality in the individual as in the group or mass: Each can realise 'himself only by helping others to realise themselves. And this law implies the converse—each can help others to realise themselves only if he seeks to realise himself. Each in all, and all in each! For it is the Great Being, Universal Humanity or as others would have it, the Great God, who is being accomplished and fulfilled in every man, woman and child, individually as well as collectively. Doing or suffering, enjoying or enjoyed, we are His hands and His feet, His mouths and His eyes. The weakness of one is the weakness of all, the strength of one is the strength of all. Victory is mine, saith the Lord; defeat is mine, saith His Consort of the Infinite Compassion!

And seek not the lesser Freedom, but first the Greater Freedom which embraces all lesser privieges and franchises. Be free of the Commonwealth, not merely of the Federation of the British Empire or of the World-Federation when it comes, but also of this your true Country, the Country of the Spirit. Remember you are citizens of no mean city, not of Benares not of Delhi, not of Rome, those eternal cities of the East or the West that come on the tidal waves of history and are borne away by that tide, but of the Eternal City that sits enthroned in the Brahman above the uproar and the tumult of man in his generations!

W D 1102—GPB—755—27-12-21.

PART I.—Orders of Government (Mysore).

REVENUE SURVEY.

Superintendent's Report for 1920-21.

GOVERNMENT REVIEW.

Survey and Resurvey.—Five measuring establishments and one mixed (measuring and classing) were at work during the year. Original measurement was carried out in 7 Inam villages in Arkalgud, Hunsur and Seringapatam taluks in respect of 577 fields covering an area of 2,923 acres. Resurvey operations were conducted in 816 villages (both Inam and Government) over an area of 621,484 acres as against 604,142 acres in 661 villages during the previous year. Measurements for miscellaneous sub-division in 94 villages in 7 taluks were also attended to during the year.

Boundary Inspection.—This work has not shown any material improvement. The number of bandhs and stones found missing were 59,496 and 104,138 as against 55,067 and 121,229 respectively in the previous year. The Revenue Commissioner is requested to take necessary action to impress on his subordinates the importance of systematic inspection.

Classification.—During the year four establishment attended to this work. Original classification was carried out in 5 Inam villages in the Arkalgud Taluk in respect of 376 fields comprising 2,103 acres. Reclassification of 28,724 fields with an area of 72,181 acres in 638 villages was carried out as against 24,516 fields with an area of 53,281 acres in 569 villages during the previous year.

Revision Settlement.—Was introduced during the year into the marginally noted 7 taluks resulting in an increased revenue of Rs. 1,15,982 over the former collections. Proposals in respect of the late Kadaba and Hassan taluks have been received and those for Chikmagalur (since received) and Mudgere taluks are expected to be ready during the current year and the revised rates will be brought into effect from the ensuing year. With a view to expedite revision settlement, Government have in their Order No. R. 10390—L. S. 14-20-5, dated 16th March 1921, directed that in future field

Goribidnur.
Lakkavalli (late).
Magadi.
Chikballapur.
Dodballapur.
Honnavalli (late)
Kunigal.

operations be confined only to reclassification of wet and garden lands with such remeasurements and boundary mark inspections as may be absolutely necessary for effecting the resettlement. Under this arrangement, it is expected that at least six taluks will be resettled every year.

Potgi to Shanbhogs.—In accordance with Government Order No. R. 7192-252—L. R. 240-18-6, dated 13th December 1920, the potgi of Shanbhogs in 855 villages (of 10 taluks) was revised by calculating it villagewar instead of firkawar.

Inams.—During the year one land Inam was confirmed. Nine minor land inams in Sirkar villages and one Muzrai cash inam were resumed. Twenty-eight minor land inams were also revised. There was a net decrease of Rs. 25-4-0 in the total Inam revenue during the year.

The net expenditure of the department during the year was Rs. 3,08, 875 as against Rs. 2,09,659 during the previous year, the increase of Rs. 99,216 for the current year being due chiefly to the disbursement of arrears of increments with effect from 1st July 1919, to the officials under the recent reorganization order of the department and to the grant of High Price Allowances. The cost works out at Re. 0-7-1 per acre resurveyed and reclassed as against Re. 0-5-1 during the previous year.

Government are glad to note that the outturn of work under all heads during the year under review compares favourably with that of the previous year and the working of the department has on the whole been satisfactory.

G. O. No. R. 2214-23—L. S. 14-21-2, dated 8-11-21.

FOREST.

Village Forest Panchayets.

Alterations in Rules relating to their Constitution.

The statement received from the Revenue Commissioner shows that of the 99 blocks constituted up to end of June 1921, the Special Range Officer in charge of the Village Forest Scheme had inspected 77 blocks and found that only 9 Panchayets were able to collect fees and that 63 had just begun their work.

The Revenue Commissioner considers that the progress is slow owing to the rigidity of the rules. He recommends (*i*) that, as it is difficult to get an area of 200 acres in one plot in a single village, the minimum area for a village forest may be reduced from 200 to 50 acres, (*ii*) that the Panchayets may be empowered to dispose of all the produce including reserved timber and tangadi except sandalwood in the area comprised in the village forest block and (*iii*) that the question of the grant of powers to all Panchayets, similar to those conferred on the Harlakunte Panchayet referred to above, may be considered after the details of the working of that forest are known.

2. The Conservator of Forests is agreeable to the Revenue Commissioner's proposal to empower the Panchayets to dispose of all forest produce, except tangadi and sandalwood, subject to the condition that the seigniorage rates for timber shall not be less than those prescribed in the adjoining State Forests, barring auction sales when it will be sold to the best advantage of the Panchayet. He is, however, not in favour of reducing the extent of the village forest blocks as even the extent now fixed as a minimum will not pay its way, if conserved and worked on approved lines.

3. Government are pleased to accept the recommendations of the Revenue Commissioner in regard to the reduction of the minimum extent of a village forest to 50 acres. They are also pleased to empower the Panchayets to dispose of reserved timber in such forests subject to the restrictions proposed by the Conservator in regard to the rates of seigniorage. Sandalwood and tangadi (including kakke) growing in the village forest area shall, however, not be disposed of by the Panchayet.

4. The following rule will accordingly be substituted for Rule 15 of the Village Forest Rules issued with the order of 5th January 1915.

"*Rule* 15.—The Panchayet shall have power to dispose of all trees, grass and other forest produce with the exception of tangadi (and kakke) and sandalwood, subject to the condition that the seigniorage rates on timber (except when it is sold in auction) shall in no case be less than those prescribed for the same in the adjoining State Forests."

Order No. I. C 3118-27—Ft. 38-19-10, dated 29th November 1921.

REGISTRATION.

The Registration Department.

REVIEW ON THE ANNUAL REPORT FOR 1920-21.

Compared with the figures for 1919-20, the number of registrations fell from 152,217 to 139,675 or by 8·24 per cent, the aggregate value declined from Rs. 4,68,77,430 to Rs. 4,49,40,280 or by 4·13 per cent and the receipts went down from Rs. 3,34,402 to Rs. 3,13,945 or by 6·14 per cent. There is a decline in other directions also such as transfer of applications for revenue registry, searches, copies, etc. This decline is attributed to unfavourable seasonal conditions, general depression of trade, rise in the price of food grains, prevalence of epidemics and tightness of the money market.

The expenditure of the department rose from Rs. 1,40,085 last year to Rs. 1,60,744 this year. This is attributed to the payment of high price allowances to the officials of the department.

The report is silent on the work done for Co-operative Societies, Agricultural Banks and other institutions by the department. The amount which had to be remitted in whole or in part on the documents executed in favour of those institutions, under the several orders of Government is not shown. A short note may be inserted in the matter in the future reports.

The case noticed as pending in para 6 of the last year's review, is still left undisposed of. The Inspector-General is requested to take prompt steps for the speedy disposal of the same and report the result of the case for the information of Government.

It is satisfactory that all the Sub-Registry offices in the State have been inspected by the several inspecting officers of the department. The Inspector-General has inspected 24 offices including 6 District Registry offices out of the total of 78 offices. In the matter of the transcription and return of documents, delays are noticeable in certain districts which it is hoped will be avoided by more frequent inspections and surprise visits on the part of the inspecting officers.

G. O. No. J. 2518-26—Regis. 21-21-3. dated 22-11-21.

Registration Department,

REVISED RECRUITMENT RULES.

In supersession of existing orders Government approve of the following revised rules, recommended by the Central Recruitment Board, for appointments in the Registration Department.

1. No person shall be appointed direct as a Sub-Registrar or as a Probationary Sub-Registrar unless he has passed at least the Entrance Examination of the Mysore University.

2. Sub-Registrars and Probationary Sub-Registrars directly appointed will be required to pass the Registration test of the Local Service Examinations within a period of two years after appointment and to undergo training in Registration Office for three months before being sent out as Sub-Registrars.

3. Persons appointed as clerks on salary exceeding Rs. 40 should pass the Registration test within a period of two years after appointment.

4. Officials directly appointed shall not be confirmed in their appointments unless they have passed the prescribed departmental tests. The Government may, however, grant exemptions in the case of deserving officials on the recommendation of the Inspector-General of Registration.

G. O. No. J. 2988-9—Regis. 28-21-1, dated 29-12-21.

STAMPS.

The Stamp Department.

REVIEW ON THE REPORT FOR 1920-21.

The total receipts of the department amounted to Rs. 16,16,030-4-3 against Rs. 16,65,110-12-6 of last year, resulting in a decrease of Rs. 49,080-8-3. There was a marked decrease under general stamps which is attributed to tightness of the money market, high rate of interest demanded on loans, the large amounts invested in the State Loans and in Joint Stock enterprises and to the economic conditions brought about by the war.

The expenditure rose from Rs. 1,04,388-10-9 last year to Rs. 1,19,094-2-2 or by Rs. 14,705-7-5 due to the purchase of water-marked papers, the unfavourable rate of exchange and the payment of high price allowances to the officials of the department.

The following important measures were adopted during the year:—

(1) Assistant Commissioners in charge of Sub-Divisions, Personal Assistants to Deputy Commissioners, and District Treasury Officers were invested with the powers of Deputy Commissioners under Sections 16, 18, 31, 32, 38, 39, 40, 41, 42, 48, 49, 53, 56, 61 and 73 of the Stamp Regulation, within their respective jurisdictions. Amildars were invested with powers under Sections 16 and 18 (2) of the said Regulation. The stock of stamps required to be kept in the Central Depot was reduced from two to one year's supply. The place and hours of vending of stamps were required to be fixed by the Deputy Commissioners in the licenses to be issued by them to stamp vendors. The Superintendent of Stamps was also authorised to affix impressed labels on transfers contemplated in clause (*a*) of Article 60 of Schedule I of the Stamp Regulation.

No mention is made in the report about the amounts that would have accrued as receipts to the department, but were foregone on account of exemptions and remissions given to Co-operative Societies and other such institutions. A note on this, the applications received for valuation under the Probate and Administration Regulation, and on the amount of institution fees awarded in pauper suits and recovered during the year as required in para 8 of Government Order No. R. 11306-26—Stamps 11-20-4, dated 11th April 1921, may be incorporated in future reports.

It is peculiarly noticeable that not one notarial stamp was sold during the year though the Negotiable Instruments Regulation is in force in the State and all Sub-Registrars are appointed Notaries Public.

It is observed that a large number of offices in the Bangalore and Mysore Districts remained uninspected during the year in spite of the observations of Government on this point in last year's review. This is unsatisfactory. It is hoped that the Deputy Commissioners concerned will exercise more vigilance in the matter and see that in future no office remains uninspected.

G. O. No. J. 2509-17—St. 17-21-3, dated 22-11-21.

MILITARY.

Military Forces.

REVIEW ON THE REPORT FOR 1920-21.

The expenditure under all branches of the Military Service amounted to Rs. 25,02,191 as against Rs. 23,43,046 in the previous year, the increase being chiefly due to disbursement of arrears of field pay to the Imperial Service Troops, the payment of consolidated allowance to the men of the Military Department, the grant of a donation of Rs. 30,000 to the War Memorial in London and the increase in the cost of feed and keep of animals.

The combatant strength of the Cavalry Regiments during 1920-21 as compared with that in 1919-20 was as follows :—

Year	Combatant strength of the Imperial Service Lancers.	Combatant strength of the Mysore Horse.
1919-20	698	384
1920-21	511	395

The demobilization of the Imperial Service Troops was almost completed and some of the demobilized men were enlisted in the Mysore Horse and the Infantry Regiments. There were 6 supernumeraries in the Cavalry Regiments and 5 in the Transport Corps. These should be absorbed at an early date.

A detachment of Imperial Service Lancers consisting of one officer, 73 other ranks and 4 followers were on remount training duty at Aurangabad from December 1920 to April 1921. One Commissioned officer was deputed as Baggage Guard Daffedar with His Royal Highness the Duke of Connaught during his Indian tour from 3rd January to 3rd March 1921. A Color party was deputed to Delhi in January and February 1921 in connection with the ceremonies of the All-India War Memorial. Two Biradaries of the Mysore Horse which had been withdrawn temporarily from Pavagada and Jagalur during 1917-18 were reposted to these places for patrol duty. Detachments of the Transport Corps were deputed for work connected with the grass cutting operations in the Aspathre Kaval, Hunsur Taluk, and at the Bukkapatna Grass Farm. The Imperial Service Regiment took part in the several Military sports held during the year and is reported to have acquitted itself creditably in them.

G. O. No. 2068—Mily. 73-21-3, dated 5-11-21.

MEDICAL.

Hospitals and Dispensaries.

GOVERNMENT REVIEW ON THE REPORT FOR 1920.

Orders on the recommendations of the Special Committee appointed in February 1919 to consider the question of extending medical relief in the State were passed in May 1920, the proposals being ordered to be given effect to as funds became available. The improvement of the Shimoga District Hospital to make it up-to-date institution capable of serving the whole of the malnad was ordered to be given preference in the programme of development chalked out in the above recommendations.

The total number of medical institutions working at the close of the year was 189, *i.e.*, 3 more than at the beginning of the year. The three new dispensaries opened during the year were the Local Fund dispensaries at Bettadapura in the Mysore District and Sukravarasanthe in the Hassan District and women dispensary at Davangere in the Chitaldrug District.

The total number of patients treated in the State, Public, Local Fund, Municipal and private aided institutions was 1,834,140, of whom 20,297 were in-patients. These figures show an increase 118,452 under total number treated and a decrease of 31 under in-patients over those of the previous year. Of the in-patients treated 12,635 were cured 3,501 were relieved 2,624 were discharged otherwise and 1,188 died. The percentage of deaths to total admission was 5,83 against 7·20 in 1919. The number of out-patients treated was 1,813,843 against 1,695,360 in 1919. The largest number treated was under 'malaria' *viz.*, 282,255, the next largest number being 219,734 under ' all other diseases of the digestive system ' as in the previous year.

The number of patients on whom surgical operations were performed was 36,805 against 53,933 in 1919. This apparently large diminution in the number of operations is explained by the fact that 16,796 operations of an unimportant nature have been excluded from this year's report. The number of important surgical operations performed in the Victoria Hospital, Bangalore, and the Krishnarajendra Hospital, Mysore, was 205 and 290 against 893 and 784 respectively classed as ' major ' in 1919. Information as to the number of operations that were successful or otherwise would be of interest and may well be furnished in future reports.

The number of cases treated in the dental department attached to the Victoria Hospital during the year was 5,130. The department

is at present in charge of a part-time officer working for three days in the week.

The number of midwives that were working during the year was 152, *i.e.*, 17 more than in 1919 and the average number of cases attended to by each midwife was 70 as against 67 in 1919.

Maternities.—The total number of out-door patients treated in the Maternity Hospitals at Bangaloro, Mysore and Robertsonpet was 16,572, 13,869 and 15,785, the number of in-patients being 1,174, 1,070 and 803 respectively. The total number of midwifery pupils undergoing training was 45, of whom 17 passed out during the year.

Minto Ophthalmic Hospital, Bangalore.—The number of in-patients and out-patients treated was 1,995 and 16,450 as against 2,111 and 15,730 respectively in 1919. The number of important operations performed during the year was 1,189.

Leper Asylum.—The number of patients treated in the institution was 91 against 63 during the previous year. Of these, 57 were discharged, 5 died and 29 remained in the Asylum at the close of the year. The idea of trying "Chalmogra" oil in a highly purified form for treatment of lepers is reported to have been given up owing to the product not being available in the market and intravenous injections of "Sodium Gynocardate" adopted instead.

Lunatic Asylum.—The number of lunatics treated in the Asylum during the year was 310 against 297 in 1919. Of these, 99 were discharged, 35 died and 176 remained at the close of the year. Of the 99 patients discharged, 56 were cured, 41 improved, 1 not improved and 1 discharged otherwise. Of the 310 lunatics treated, 87 were from the Civil and Military Station, Bangalore. The expenditure of the Asylum was Rs. 54,389 against Rs. 60,553 in 1919.

Medical Stores.—The total amount spent on the purchases made by the Stores was Rs. 2,15,472 against Rs, 1,32, 616 in 1919. The supplies made on credit to other departments amounted to Rs. 17,616 of which Rs. 10,438 was adjusted. Steps should be taken to have the balance adjusted early.

Epidemic Diseases Hospitals.—The total number of patients admitted in the Epidemic Diseases Hospitals of Bangalore, Mysore and Kolar Gold Fields was 1,080; of these, 742 were cured, 102 were discharged and 236 died. The increase in mortality is attributed to the patients being generally taken to the Hospital almost in a moribund condition.

Unani Davakhanas and Vaidyasalas.—The total number of patients treated in the several Unani Davakhanas and Vaidyasalas in the State was 387,983 against 404,588 in 1919.

Expenditure.—The total expenditure in the department amounted to Rs. 8,93,512 as against Rs. 7,66,021 in 1919, the increase of Rs. 76,000 being due to the periodical increments earned by officers and subordinates and Rs. 42,619 under purchase of medicines. The total amount of fees collected from patients liable to pay for treatment in the institutions in Bangalore and Mysore Cities was Rs. 10,961 against Rs. 11,146 in 1919.

General.—All the medical institutions with the exception of a few are reported to have been inspected by the District Medical Officers concerned. The Senior Surgeon was able to inspect only 46 hospitals and dispensaries, as he took charge of his duties rather late in the year. It is hoped that he will be able to inspect a larger number of institutions in the coming year.

G. O. No. L. 2877—Med. 32-21-5, dated 17-11-1921.

SANITATION.

The Sanitary Department.

REVIEW ON THE REPORT FOR 1920.

Vital Statistics.—The total number of births in the State during the year was 96,714 or 16·95 per mille of the population as against 82,550 or 14·47 per mille in 1919. The highest birth rates for the year, *viz.*, 21·74 was recorded in the Tumkur District and the lowest, *viz.*, 12·27 in the Hassan District.

The total number of deaths during the year was 85·550 or 14·9 per mille of the population as against 93·793 or 16·44 per mille in the preceding year. The highest death rate for the year, *viz.*, 18·11 was recorded in the Bangalore District and the lowest, *viz.*, 13·15 in the Hassan District. The infantile mortality rate was lower than in 1919 in all the districts.

The Sanitary Commissioner reports that the form of verification of Vital Statistics has not yet been prescribed as the Superintendent, Government Printing, has not yet issued to each district the full supply of the revised forms of Registers of Births and Deaths required for use in villages and towns in spite of frequent reminders. The Superintendent, Government Printing, is requested to hasten the supply of the Registers in question and the Sanitary Commissioner is requested to send up a form of verification of statistics to Government as early as possible.

Orders were issued on 1st October 1920 entrusting the work of compilation and review of vital statistics to District Health Officers and directing the submission of such quarterly and annual reviews to Government with the remarks of the District Board concerned through the Sanitary Commissioner.

The suggestion to open Municipal Depots for the supply of pure milk to reduce infantile mortality and to appoint lady Health Visitors to educate women in nursing and bringing up infants was commended for the consideration of the larger Municipal Councils in the last year's review. The Sanitary Commissioner is requested to state in his next report what action, if any, has been taken in the matter.

Diseases.

Cholera.—The total number of deaths from cholera was 220 as against 2,306 in 1919. The largest number of deaths, *viz.*, 78 or ·14 per mille of the population was in the Chitaldrug District.

Small-pox—The total number of deaths from small-pox was 5,742 as against 14,502 in the previous year. The total number of vaccinations done was 141,451 as compared with 168,493 in 1919. There was a decrease in the number of vaccinations owing to greatly lessened incidence of small-pox during the year as compared with the preceding year.

Plague.—The total number of plague attacks and deaths for the year was 10,793 and 7,670 against 16,485 and 4,871 respectively in 1919. The largest number of deaths 2,771 was in the Bangalore district. As usual, the measures adopted for combating the disease were evacuation, disinfection and inoculation. The number of inoculations performed was 82,890 as against 23,048 in the previous year. An Assistant Lady Medical Officer and a Sub-Assistant Surgeon were posted for special inoculation work at Channapatna and in Bangalore City, a Sub-Assistant Surgeon assisted the Health Officer in the inoculation work.

Influenza.—Mild attacks of influenza occurred in all the districts in the State, the mortality being 450 as against 232 in 1919. Medical aid and other relief measures were adopted as usual. A stock of anti-influenza vaccine was kept at every district headquarter town. A little over 250 inoculations were done with the vaccine in Bangalore City and the Tumkur District.

Fevers.—The total number of deaths from fevers was 34,286 as against 32,771 in 1919. The highest rate 64,79 per mille was recorded in Tiptur town. The oiling of pools and of wells in disuse and other measures continued to receive attention. During the year, a mosquito survey of the Weavers' Lines was carried out in Mysore City. All suspicious wells were kerosined, pools, pits and stone mortars were filled up and old tins, etc., emptied and removed. The wells that were covered over with slabs in previous years were examined and all gaps and crevices filled up. The insanitary pond in Krishnaraj Mohalla Soppanakola was almost filled up during the year. The improvement of Purniah nalla was in progress. A nursery for larvicidal fish has also been established in Bangalore City.

Hook-worm disease was reported by District Health Officers to be prevailing in parts of Kadur and Shimoga districts and in Krishnarajpete taluk of Mysore district. A systematic enquiry was instituted. During the course of the enquiry, a considerable amount of propagandistic work was also done with the assistance of the Itinerant lecturers and a scheme outlining a plan of anti-hookworm campaign for the Malnad was submitted for the consideration and orders of Government. During the year, several shaving brushes suspected to be infected with anthrax were traced to a firm of dealers on the Kolar Gold Fields. The brushes which were on bacteriological examination found to be infected, were seized by the Health Department and destroyed.

The Central Sanitary Board and Sanitary Works.—The Central Sanitary Board was reconstituted in July 1920.

The Board advised on (7) schemes estimated to cost Rs. 3,63,967, consisting of water-supply projects, sanitary improvements and construction or improvement of certain buildings.

The expenditure on works of a sanitary nature incurred by the several agencies during the year is shown below.

1. By Municipalities	...	Rs. 67,656
2. By the City Improvement Trust Board, Mysore	...	,, 4,15,621
3. Do Bangalore	...	,, 1,06,542
4. By Public Works Department	...	,, 19,283

Village Sanitation.— The provisions of the Village Sanitation Regulation were introduced during the year into 1,116 villages and separate places for storing manure were set apart in 1,694 villages.

About 400 villages were brought under Village Sanitation Committees during the year. The main item of sanitary work undertaken by the Committees was the construction or improvement of wells, the number newly sunk during the year being 272 and those improved 144.

Malnad Improvements.—One hundred and forty nine acres of land around villages were cleared of lantana and rank vegetation in the malnad, at an estimated cost of Rs. 6,200. Thirty-one wells were newly sunk and fifty three old ones improved. In modification of the Government Order of the 12th May 1918, the annual conference of the Malnad Improvement Committees were discontinued, as it was considered that the object of the Conference could be gained equally well by utilising the present annual District Conferences for discussion of questions relating to Malnad Improvement.

Medical Inspection of School Children.—Twenty thousand three hundred and thirty children were treated during the year in various places where dispensaries exist and 17,689 were cured.

Miscellaneous.—Thirty-four towns and villages were inspected by the Sanitary Commissioner, during the year and 805 towns and villages by the District Health Officers.

The question of presenting a set of rules to regulate the Sanitary arrangements to be made on the occasion of jatras, fairs and festivals in the State is still under the consideration of Government as the opinions called for from some of the Deputy Commissioners are still due. It is hoped that it will be possible to issue the Rules shortly.

G. O. No. L. 3532-44—Sany. 22-21-6, dated 17-12-21.

EDUCATION.

Scholarships in the State.

Scheme of Systematisation.

The question of systematizing the various schemes of scholarships in the State has been under the consideration of Government for some time past. The expenditure on scholarships has been steadily increasing since 1890-91 and has risen from Rs. 21,404 in 1890-91 to Rs. 3,65,398 in 1921-22. Scholarships paid from State Funds may broadly be classified into

(i) those tenable in and outside the State but within British India; and

(ii) those tenable in foreign countries.

The revision of the scheme of Foreign scholarships formed the subject of a separate order issued in May 1920. The former may again be sub-divided into:

(*a*) those meant for general education comprising the Primary, Secondary and University grades, and

(*b*) those available for technical courses of study in local institutions or for professional courses in institutions in British India.

In the early stages, scholarships were provided in the lower grades of education only to women, pupils of the depressed classes and special communities such as the Mahomedans and the Pallegars. In the higher grades, provision was made only in the Arts Colleges for five merit scholarships and a few stipends ranging in value from Rs. 1-8-0 to Rs. 5-0-0 per mensem. In 1914 one hundred scholarships of Rs. 5 each were instituted from Village School Funds to enable intelligent pupils in taluk stations to continue in the IV and V vernacular standards. So far as technical and professional education was concerned a few stipends were awarded in the local institutions and also in technical and professional Colleges in British India for the study of subjects for which no provision existed locally. On the introduction of the Honours Course in the Madras University, Government sanctioned a few scholarships to enable deserving young men to prosecute higher studies in the Colleges outside the State and in 1913 two scholarships were sanctioned for pupils studying Logic in the B. A. Course in Colleges in British India.

With the reorganisation of Industrial, Technical and Women's Education and of the Normal institutions in 1913 and 1914, liberal stipends on a large scale were sanctioned for pupils in the technical and industrial schools and the scholarships provided for girls were also increased. The allotment for women's scholarships has since been augmented by the provision of scholarships tenable in Primary and

Lower Secondary classes and in the District Headquarter Girls' Schools sanctioned in 1915 and 1918 respectively. To induce private candidates to undergo the Upper Secondary and the training courses and thus meet the requirements of the Department, Government sanctioned a liberal scale of stipends in 1918.

With a view to promote education among the educationally backward communities an annual allotment of a lakh of rupees has been made since 1917 for awarding scholarships in all grades of education to members of these communities and of this allotment a sum of Rs. 15,000 was reserved for the depressed classes in the vernacular primary and lower secondary stages and in industrial classes. A further allotment of Rs. 15,000 has also been sanctioned for pupils of the depressed classes for studying English.

The Education Committee of the Economic Conference submitted in May 1917 a scheme for the revision of scholarships, the main features of which were that

(i) a total allotment of Rs. 3 lakhs should be provided inclusive of the allotment of rupees one lakh for scholarships to the backward classes.

(ii) the scholarships should be classified under two heads, *viz.*, (1) open, *i.e* , available to all classes on consideration of merit only and (2) close, *i.e.*, reserved for special communal groups on grounds of poverty and merit.

Government considered that the best method of encouraging middle school education was not by increasing the number of scholarships, but by making middle school education free. As regards higher grades they directed that merit scholarships for all classes and special scholarships on a community basis for combined merit and poverty might be introduced, and accordingly referred the scheme of scholarships to the Inspector-General of Education for further revision on these lines. The Inspector-General of Education consulted the Board of Education and the scheme sent up by him was referred to the University for opinion regarding the scholarships proposed for University courses. The revised proposals submitted by the Inspector-General of Education, the Board of Education, and the University were considered by Government and with a view to co-ordinate the several schemes of scholarships and to reduce the expenditure on scholarships in view of financial stringency, a Committee composed of the Inspector-General of Education and representatives of the University, the backward communities, and women's education was constituted to examine in detailed the various schemes of scholarships tenable within and outside the State except Foreign Scholarships and submit detailed proposals.

The recommendations of the Committee as regards the general principles for the grant of scholarships are as follows:—

(1) "That all scholarships in the Primary and Kannada Lower Secondary grades be abolished except those meant for Depressed Classes which should be administered as a special fund and under special rules.

(2) " That girls'scholarships be made tenable to girls studying in boys' schools also, *i.e.*, that scholarships should not be attached to particular institutions but to grades of Education."

(3) " That the term " widows' scholarships " be omitted and that the funds now given in this behalf be merged in the general scheme of stipends for girls' education to which widows too would be eligible."

(4) " That a separate scale of stipends be instituted for Depressed Class girls."

(5) " That the full freeships now given to the Depressed Classes and half freeships to Mahomedans and Pallegars be continued."

(6) " That the allotment to the Maharani's High School be cut down by a third and the balance merged in the general fund for girls' stipends."

(7) " That the backward classes scholarships fund be not reduced."

(8) " That the practice of freeships being attached to scholarships be continued."

(9) " That the number of freeships be reduced in the Entrance Classes from thirty-three and one-third to fifteen per cent and in the High School classes from 20 to 10 per cent, it being presumed that similar reductions will be effected in the University."

(10) " That the Aligarh Scholarships be reduced from 7 to 5."

(11) " That the Inspector-General of Education be given a reserve fund of Rs. 2,400 to meet cases of exceptional hardship, this fund being available to the University also."

The committee have also suggested reduction in the number and value of scholarships now in force and recommended the abolition of the District stipends in the University and the Ayurvedic and the Unani scholarships.

Government approve of the recommendations of the Committee set forth above with the following modifications:—

(1) The subject stipends will be continued but the allotment for the purpose will be reduced to Rs. 2,400.

(2) The special district stipends will be restricted to pupils of Shimoga, Kadur and Chitaldrug Districts.

(3) The present scale of freeships will be continued according to existing sanctions but the whole question of freeships will be re-examined and final orders passed in due course after consulting the University.

(4) The merit scholarships in the College of Engineering will be reduced to 8 of Rs. 15 each and the ordinary scholarships tenable in the same institution to 12 of Rs. 10 each per mensem.

(5) Scholarships tenable in the Mysore Tannery and the Mysore Pharmaceuticals will be discontinued and one Agricultural Scholarship of Rs. 40 per mensem for a Degree in Agriculture tenable for 3 years will be awarded instead of 2 of Rs. 35 each.

(6) Scholarships for private pupils in the Upper Secondary Training and Lower Secondary Training classes in the Maharani's College and the Zenana Normal School respectively may not be deleted as proposed, but 6 Upper Secondary Training Scholarships of

Rs. 12 and 6 Lower Secondary Training Scholarships of Rs. 10 may be retained.

(7) The scheme of scholarships for girls in all grades will be further examined and separate orders passed in due course, the existing scheme being continued for the current year.

The scheme as now sanctioned effects a saving of Rs. 81,864 per annum in the expenditure on scholarships.

G. O. No. 2210-24—Edn. 532-20-4, dated 3-12-1921.

Lower Secondary Examination.

MODIFICATION OF RULES.

The restrictions complained against are:—

(i) that *bona fide* private candidates should be not less than 14 years of age on the date of application, and

(ii) that private candidates must attach to their application a certificate from the nearest Headmaster of a school or other departmental official that they have not been admitted as students of any of the recognised schools during the academical year.

The Local Examinations Board have resolved that the age limit now fixed for private candidates be removed with effect from the 1923 examination, but that it is not desirable to remove the restriction regarding non-attendance at any recognised school.

Government agree with the above views of the Local Examinations Board and direct that the Lower Secondary Rules be amended accordingly.

G. O. No. 2270-1—Edn. 549-20-17, dated 9-12-1921.

AGRICULTURE.

The Sericultural Department.

Review on the Annual report for 1920-21.

The Department was reorganised in October 1920, the staff being strengthened by the addition of 29 hands at an increased cost of Rs. 11,512 and the general control of the department was placed in the hands of the Director of Agriculture. The services of the Japanese Silk Expert, appointed in the previous year were extended by 3 years and he was put in charge of the Central Sericultural School. There are two courses of training in this school, one a higher course and another a popular course for young men who are likely to adopt sericulture as their profession. 18 Panchama boys and girls were trained in practical Sericulture. Three short courses were given during the year in the Farm and Grainage at Mysore and these were attended by 24 students, mostly raiyats, from taluks where Sericulture has been recently introduced. It is gratifying to note that four of these have started silk farm rearing with conspicuous success. In addition to teaching work and practical instructions, the Silk Expert attends to research and experimental work.

A Japanese Lady Reeling Expert was employed during the year for introducing foot reeling as a cottage industry in Mysore. The reeling classes began in March 1911 and there were 16 students undergoing training (8 men and 8 women) in improved methods of reeling, hand spinning and management of silk waste. 20 men and women have nearly completed their training and they are proposed to be drafted as operatives to work in the Filature when it is installed.

Instructions in improved methods of Sericultural Industry were imparted in the Central Sericultural School as well as in the Taluk Sericultural Schools held in certain selected silk farms such as those at Channapatna, Kunigal and Kolar.

Of the 277,862 layings of disease-free seed prepared and distributed to various farms and raiyats during the year, a major portion, namely, 214,995 layings were supplied from Government grainages. As it was found impossible to meet the entire demand for seed from Government grainages a scheme for organising a system of subsidiary aided grainages was recently sanctioned by Government with liberal concessions to persons starting such grainages. A dozen persons are said to have taken up the work at Kunigal and Bidadi and steps have been taken to start aided grainages in 3 places in the T. Narsipur Taluk. It is hoped that when a sufficient number of aided grainages have been started, it will be possible for the Department to meet the demand for disease-free seed adequately.

Attention was drawn in the last year's Review to the importance of familiarising the people with improved methods of sericulture by holding systematic demonstrations especially in those districts in which sericulture had made little headway. There is no reference in the report under review to any action taken in this direction.

The attempts made by the Department to introduce Mysore Silk into European markets as well as the investigations carried on by the Superintendent in the principal weaving centres in South India again revealed that the superiority of Mysore silk was undisputed. Its higher price when compared to the quality of the reeling placed it at a disadvantage in competition with foreign silk. It is hoped that, with the introduction of improved methods of reeling by the Japanese Lady Expert recently employed as well as the starting of an up-to-date Filature, the reeling defect in the Mysore Silk will be minimised as far as possible and enable its procuring a wider market than at present.

Though much remains to be done yet a fairly good amount of work has been turned out by the Department during the year and the results so far achieved are creditable to the Superintendent and the staff.

G. O. No. L 3546-605—A & E 71-21-5, dated 17-12-21.

GEOLOGY AND MINING.

Department of Geology.

Review on the report for 1920-21

Geological Survey.—The areas round about Hole-Narsipur and the areas between Hassan and Halebid were examined and surveyed during the year. Revision survey work of the Hassan-Manjarabad Ghat Section and an examination of parts of Fraserpet-Mercara and Mercara-Periyapatna Sections and of portions of Arsikere and Kadur Taluks were carried out. Mineral surveys in respect of 7 prospecting blocks held for managanese, ochre and soapstone in the Tumkur District were conducted during the year.

Laboratory.—One hundred and fifty-four assays and analyses of ores and minerals were carried out comprising 42 samples of lime stone, 37 of iron ores, 24 of earth soda, 17 of limonities, etc.

Mining and Prospecting.—The report discloses that there was greater activity during the year in the matter of exploitation of minerals than in the previous year, the departmental revenue shewing an increase as a result of such activity.

Thirty-three mining leases and 52 prospecting licenses were current during the year as against 29 mining leases and 42 prospecting licenses in 1919-20. Four mining leases sanctioned by Government are reported to be under issue.

The total area held under mining leases and prospecting licenses was 58,957 acres and the rent recovered amounted to Rs. 17,991-6-11.

Fourteen exploring licenses were current during the year as against 21 in 1919-20.

Manganese.—Two mining leases and seven prospecting licenses were current as in the previous year. 16,768 tons of ore were extracted and 22,797 tons exported during the year, the corresponding figures for the previous year being 23,965 and 10,852 tons, respectively. The royalty payable to Government is Rs. 14,065-10-4 as against Rs. 6,605-15-9 in the previous year.

Chrome.—Seven mining leases and three prospecting licenses were current as against four mining leases and one prospecting license in 1919-20, the quantities of ore collected and exported were 7,865 and 6,799 tons, respectively, against 7,317 and 1,982 tons in the previous year. The royalty payable is Rs. 5,099 as against Rs. 1,486-14-0 in 1919-20.

Magnesite.—Four mining leases and three prospecting licenses were current as against four mining leases and one prospecting license in the previous year. 4,594 tons of ore were collected and 3,190 tons

exported during the year as against 2,280 and 1,637 tons, respectively, in 1919-20. The royalty payable to Government is Rs. 1,997 as against Rs. 1,023-4-0 in the previous year.

Asbestos.—One mining lease and five prospecting licenses were current during the year as against six prospecting licenses in 1919-20. The quantities of ore collected and sold were 1,619 and 994 tons, respectively, as against 2,200 and three tons in the previous year.

Kaolin or China Clay.—There were 3 mining leases and 9 prospecting licenses current during the year as against 8 prospecting licenses in 1919-20. The quantities of the material collected and removed were 10,651 and 2,840 tons respectively, as against 2,329 and 2,197 tons in the previous year. The royalty payable to Government is Rs. 1,777 as against Rs. 1,309 in the previous year.

Prospecting and Economic Enquiries.—A fairly good deposit of Dolomite was located near Shirigere in the Shimoga District. A good band of high calcium variety of limestone was located about 11 miles from Bhadravati. The hill ranges near Birur were investigated for sileceous iron ores for use in the Iron Works and samples were taken for analyses. A fairly good-looking sileceous iron ore was located near Siddarahalli in the Kadur District.

Experiments were conducted to see whether limestone obtained from Vablapur area would be suitable for the preparation of building materials. A certain quantity of the limestone was also passed through the Devil Disintegrator at the Mysore Mining Industrials to see the fineness of the powder obtained therefrom for trials as a fertiliser.

Sodium Carbonate.—Samples of soda manufactured in previous years from alkaline earth in some parts of Mandya and Sira Taluks were analysed and the results were found satisfactory. About 18 tons of soda manufactured were sold for Rs. 1,750.

Manufacture of Distempers.—The Mysore Mining Industrials are reported to have been manufacturing washable distempers from ochres obtained from the Chitaldrug District and placing them on the market for sale with a fair measure of success.

Asbestos Industry.—A considerable amount of work has been done by Mr. M. L. Vardhamanaiya, in respect of asbestos. The necessary machinery and plant for the manufacture of mill boards are reported to have been received and in the course of erection. Mr. V. N. Krishna Iyer, who holds certain blocks in the Hole Narsipur taluk is also reported to have been taking keen interest in the development of asbestos industry.

Manufactures of paints.—With a view to helping the promoters of the Mysore Paints Works exclusive rights for quarrying paint materials over three blocks of land were granted to the company with certain other concessions to protect the industry in the earlier stages.

Kaolin Industry.—The Kolar Brick Making Co., Ltd., the City Brick and Tile Works, Ltd., Mr. V. Manickavelu Mudaliar and the Mysore Mining Industrials are reported to be taking keen interest in the Kaolin Industry and doing considerable amount of good work.

The Geological Department is, in collaboration with the Board of Industries and Commerce, considering the question of how best to promote the rapid development of mineral resources of the country. In this connection the question as to how far the Geological Department should go in the matter of developing mineral resources and at what stage the exploitation of minerals on commercial lines should be left to purely private enterprise deserves careful consideration. Government will be glad to have the views of both the Department and the Board of Industries in these matters.

The removal of Fuller's earth was allowed under annual permits issued by the Deputy Commissioners on payment of a royalty of annas 4 per cart load of the material removed, Dhobies and Uppars being permitted as usual to take it free of charge for the *bona fide* purposes of their work.

G. O. No. I. C. 2874-6—Geol. 31-21-3, dated 12-11-1921.

Department of Mines.

Review on the report for 1920-21.

Gold Mining.—The number of Mines which produced gold during the year was five as against the same number in 1919, viz. Mysore, Champion Reef, Oorgaum, Nandydrug and Bhalghat Mines. The total quantity of bar gold produced during the year 1920 was 472,958,270 ounces of an approximate value of £ 2,193,685-1-11 as against 485,247,718 ounces of the value of £ 1,866,714-11-2. Although the output showed a decrease of 12,289·448 ounces, there was an increase of £ 326,970-10-9 in value of the gold produced. The enhanced value is reported to be due to the rise in the premium on gold. The same cause is reported to have made it possible to work profitably, the blocks of the lower grade of ore hitherto neglected. The royalty payable to Government for the year 1920 is £ 118,178-17-4 as against £ 98,157-4-2 in 1919.

Inspection of Mines.—The number of persons employed in the mining industry in 1920 was 25,878 as against 26,151 in the previous year. Of these 23,925 were employed in gold mining against, 24,409 in 1919.

The number of accidents reported for the year 1920 was 270 as against 208 in 1919. Of these 63 were fatal, 201 serious and 6 non mining. The total number of fatal and serious accidents were therefore 264 being at the rate of 10.20 per 1000 persons employed as against 201 or a rate of 7.69 per 1,000 persons employed in the previous year. The number of persons killed in 63 fatal accidents was 85. The mortality was thus 3.28 per 1000 persons employed as against a mortality of 2.60 per 1,000 persons employed during 1919.

The number of serious accidents reported and the number of fatalities caused thereby were more than in the previous year. Two hoisting accidents alone were responsible for the death of 14 persons. Fatalities from rock-bursts were likewise numerous, the total number for the year being 29. Another cause which contributed to an increase in the number of fatal accidents was 'falling away' under-ground. No less than 18 persons are reported to have died during the year 1920 by such accidents. These three items were responsible for 75 per cent of the total fatalities. Two persons are reported to have collapsed under-ground as a result of having been allowed to work continuously for 3 shifts.

There were 8 individual accidents involving 2 or more fatalities, 2 of these occurring at the Mysore Mine, 3 at Champion Reef, 1 at Oorgaum and 2 at Nandydrug. In these 8 cases 30 persons lost their lives, the 4 most serious accounting for 11, 5, and 3 fatalities respectively.

Twenty-nine persons were killed in 21 accidents due to rock-bursts, the corresponding figures for the previous year being 27 and 15.

Prosecutions.—During the year 3 persons were prosecuted for a breach of the Mines Regulations and Rules thereunder of whom one was convicted, one discharged and the other absconded. For less serious offences in connection with 19 accidents, 23 persons were punished departmentally by fines or by the cancellation or suspension of their certificates or by dismissal.

The Scheme regarding the payment of compensation to persons for injuries caused to them in accidents is reported have worked satisfactorily, the amount paid in such cases being Rs. 142,953-0-0.

Of 510 candidates who qualified themselves for certificates, 309 were maistries, 170 blasters, 12 engine drivers of the 1st class and 19 engine drivers of the 2nd class.

G. O. No. 2850-52—Geol. 36-21-3, dated 11-11-1921.

LOCAL SELF GOVERNMENT.

Village Panchayats.

CHANGES IN THE RULES RELATING TO ELECTIONS OF MEMBERS.

The rules relating to the election of Members to Village Panchayats prescribed under Notification No. 959 L. B. 6-18-2, dated 13th July 1918, will be modified as follows :—

Rule 7. Every male person of the full age of 21 years, resident within the village who has during the year immediately preceding the election of the members of the Panchayat, paid one rupee or more on account of Land Revenue, House tax, Shop tax, tax on vacant sites and Hittals or Mohatarfa within the village, or in the case of a joint family, which has during such period paid one rupee or more on account of any such taxes, the Manager of such family or any one of the members with the consent of the rest shall be entitled to vote at such election.

Rule 8. Any person qualified under the preceding rule, and who in addition can read and write Kannada shall be qualified as a candidate for any ward in the village. But no such person shall be eligible for election or appointment as a member of a Village Panchayat :—

i. If he is a salaried officer or clerk or servant of a Village Panchayat ; or

ii. if he has been dismissed for misconduct from Government service ; or

iii. if he has been declared an insolvent ; or

iv. if he has been sentenced to imprisonment or convicted of any non-bailable offence by a Criminal Court, such sentence not having been reversed in appeal.

Provided that the Deputy Commissioner may, in any particular case for reasons to be stated in writing dispense with the qualifications of literacy prescribed above ; and

Provided also that the Government may, if it shall think fit, make an order relieving such person from disqualification arising on account of such sentence or dismissal, when he shall become eligible for election or appointment as a member.

Rule 22. Every member of a village panchayet who has been elected or appointed by name shall hold office for a period of three years from the date of the *Mysore Gazette* in which his election or appointment as such member was notified unless the term is extended by Government.

Notification No. L. 2700--L. B. 34-21-2, dated 11-11-1921.

THE PUBLIC SERVICE.

Appointments and Promotions.

GENERAL RULES.

The following general rules are issued for regulating appointments to posts in superior service of Government.

(1) No person who is not a native of Mysore by birth or domicile shall be entertained in the service without the permission of Government.

(2) No person who cannot read and write Kannada with facility shall be appointed to superior service without the permission of Government.

(3) Rules prescribing general educational qualifications for posts in any department shall be deemed to apply only to candidates recruited direct to those posts. Such rules shall not debar the promotion from the lower ranks of officials otherwise duly qualified for higher posts.

(4) Promotions in all departments shall ordinarily be made according to seniority combined with capacity and character. If the supercession of any person is found necessary, the sanctioning authority shall record his reasons therefor.

(5) The preference given as a temporary measure to candidates of backward communities in paragraph 6 of the G. O. of the 16th May 1921 shall apply only to cases of direct recruitment. Such preference shall not extend to promotions.

Separate orders will issue in the matter of regulating recruitment to the different kinds of appointments, and also appointments in different departments of Government.

The clerkship rules prescribed in G. O. No. 172—E. A. G., dated 15th March 1917 are hereby cancelled.

Ministerial ranks of Superior Service.

INSTRUCTIONS FOR FILLING UP VACANCIES.

Government are pleased to issue the following supplementary instructions for regulating the filling up of vacancies occurring in the ministerial ranks of the superior service.

All ministerial appointments will for the purposes of this order be divided into four classes as below :—

(1) Appointments carrying a pay not exceeding Rs. 20.

(2) Appointments carrying a pay exceeding Rs. 20 but not exceeding Rs. 30.

(3) Appointments carrying a pay exceeding Rs. 30 but not exceeding Rs. 40.

(4) Appointments carrying a pay exceeding Rs. 40.

(*a*) All vacancies occurring in class (1) shall be filled up by direct recruitment.

(*b*) Out of every three vacancies occurring in each of the other classes, the first two shall be filled up by direct recruitment and the third by promotion of qulified candidates from class 1, 2 or 3, respectively.

Posts on progressive salaries will be treated as falling in the class in which the pay granted to the candidate on appointment falls. Ordinarily, direct recruitment will be only to the posts on the lowest pay in each class. When vacancies occur in posts on higher pay, the officials on lower pay in the same class may be promoted seriatim and the vacancy caused by the promotion of the official on the lowest pay in that class may be filled up by direct recruitment. But candidates who are shown by the Central Recruitment Board in their lists as eligible to salary higher than the minimum of a class may be appointed on such higher salary. For example, a graduate in Arts and in Law may be shown in the Board's lists as eligible to a post on Rs. 60 and it will be open to an officer to appoint the candidate to a post on Rs. 60 direct, notwithstanding the other instructions in paragraphs 2, 3 and 4 of this order. Also candidates who possess qualifications which entitle them to appointments in a higher class according to para 4 of this order but are willing to accept appointment in a lower class may be appointed on pay higher than the minimum of such lower class.

The minimum educational qualifications for direct recruitment to the several classes shall be as follows :—

FOR CLASS 1.—A pass in the Lower Secondary Examination or a certificate of having studied in the Vth Form of a recognised Kannada or English High School.

Note.—In very exceptional cases, candidates who have not passed the Lower Secondary Examination may also be permitted by the Board to be appointed to this class.

FOR CLASS 2.—A completed S. S. L. Certificate.

Note.— Those who have passed the Entrance Examination of the Mysore University will be treated as on the same footing as those holding S. S. L. Certificate.

FOR CLASS 3.—A pass in the first year B. A. Examination of the Mysore University or in the Intermediate Examination of a recognised University.

FOR CLASS 4.—A degree of the Mysore University or of any other recognised University.

In calculating the proportion of vacancies to be filled up by direct recruitment, all appointments falling within the powers of the sanctioning officer shall be taken into account. For example, all posts between Rs. 25 and Rs. 50 in the Revenue Department, whether in the District, the Sub-Division or the Taluk Offices shall be considered

as one cadre, since all these fall within the powers of appointment vested in the Deputy Commissioner.

The above rules shall be subject to such other orders as may be passed by Government from time to time prescribing the qualifications required for particular posts.

The minimum educational qualifications prescribed in Rule 4 above, as well as the preference to be shown, as a temporary measure, to members of backward communities under para 6 of Government Order No. 1827-80—E. A. G. 308, dated 16th May 1921 will apply only to recruitment of new candidates to the service. Promotions from lower ranks will be governed by seniority, combined with capacity and character, irrespective of the general educational qualifications of the official or the community to which he belongs.

G. O. No. E. A. 2093-172—E. & A. 14-21-7, dated 28-11-1921.

MISCELLANEOUS.

Date of termination of War.

With reference to the provision of clause (1) of Section 2 of the Termination of the Present War (Definition) Regulation, 1919, the follwing order of His Majesty in Council, dated the 10th August 1921, regarding the date to be treated as the date of termination of the present war is published for general information :—

Whereas by the Termination of the Present War (Definition) Act, 1918, it is provided that His Majesty in Council may declare what date is to be treated as the date of the termination of the present war, and that the date so declared shall be as nearly as may be the date of the exchange or deposit or ratifications of the treaty or treaties of peace:—

And whereas ratifications of treaties of peace with Germany, Austria, Hungary and Bulgaria have been deposited on behalf of His Majesty :—

Now, therefore, His Majesty, by and with the advice of His Privy Council, is pleased to order, and it is hereby ordered that the 31st day of August, nineteen hundred and twenty-one shall be treated as the date of the termination of the present war; that is to say, the day at midnight on which the present war will end :—

Provided that nothing in this order shall affect the relations between His Majesty and the Ottoman Empire until ratifications of a treaty of peace with the Empire shall have been exchanged or desposited.

Notification No. J. 2987—Legis. 30-17-1, dated 29-12-1921.

Loans for Agricultural Implements.

Rate of Interest Raised.

The rate of interest in the case of money due on account of implements issued under the Hire Purchase System will in future be raised from 5 to 7 per cent in ordinary cases, the rate of penal interest on outstandings which are overdue being 9 per cent.

In the case of the loans for which the rate of interest was enhanced in the Government Order of 8th September 1921 the enhanced rate will have effect in the case of loans issued after the date of the order and not those already sanctioned but falling due after the said date.

G. O. No. L. 3762-3—A. & E. 124-21-2, dated 29-12-1921.

The Amrut Mahal Department.

REVIEW ON THE REPORT FOR 1920-21.

The aggregate strength of the several herds of cattle increased from 8,729 to 9,072 during the year.

The percentage of birth rate was 36·72 and the death rate 8·65 for the year under report as against 38·55 and 7·41, respectively, in the previous year.

The number of cattle sold during the year was 284, including old and unserviceable cows, as against 615 in the previous year, and the average price realised from each bullock was Rs. 158-9-6, the highest on record. The decrease in the sale of cattle and the fall of revenue are attributed to the reservation of many good bullocks of 2 and 3 years age for the use of the Transport Corps, and to the want of demand for well grown bullocks owing to adverse seasonal conditions.

The demand under all heads during the year amounted to Rs. 64,242-0-8 and the recovery to Rs. 59,743-15-8 as against Rs. 1,26,585-2-1 and Rs. 1,23,131-14-4 in the previous year.

The expenditure of the Department including the high price allowance granted to the several members of the establishment amounted to Rs. 43, 068-4-11 as against Rs. 41,347-5-10 in the previous year.

There were 60 births and 19 deaths among the flock of Australian sheep maintained by the Department and the stock at the end of the year was 151. With a view to improve the breed of these sheep, their control was recently ordered to be transferred to the Live Stock Expert in Mysore. The milch cattle in the Kunigal Stud Farm were also ordered to be entrusted to his care.

The outturn of grass from the new Military Grass Farms near Bangalore and Hunsur was so small and disproportionate to the needs of the Military Department that they were ordered to be wound up.

G. O. No. M. 2289-90—Mily. 84-21-3, dated 17-11-1921.

Kunigal Stud Farm.

REVIEW ON THE REPORT FOR 1920-21.

There were on 1st July 1921, 11 stallions, 117 mares and 98 foals in the Farm as against 13 stallions, 132 mares and 125 foals in the previous year. Two stallions *viz.*, "Old Drury" and "All Silk" were added to the Farm and two "Carrick Fergus" and "Coerdelion" died during the year, the one from pleurisy and the other through an accident. The value of the stock on hand is estimated at Rs. 1,39,648-15-4, excluding the value of seven stallions presented to the Farm.

The percentage of successful births to Government mares covered, increased from 21·42 in the previous year to 26·53 during the year

under report and the number of abortions, premature births and still-births decreased by nine.

The sale of horses during the year under review was not as successful as in the previous years. Nine young horses were sold at Calcutta, 1 at Madras and 9 in the State for an aggregate sum of Rs. 22,800. The highest price realised in Calcutta for the best colt among the lot was Rs. 3,000 and the lowest Rs. 1,000.

Eight hundred acres of Amrut Mahal kaval lands situated 6 miles of the Farm, were placed during the year at the disposal of the Farm for being converted into Grass and Gram Farms. It is expected that this extent of land will soon be improved so as to yield a large supply of hay for the maintenance of the Farm.

The cost of maintenance of the farm and the total realisations amounted to Rs. 1,20,757-11-11, and Rs. 37,679-7-5, respectively, against Rs. 1,03,244 and Rs. 38,619 in the previous year. The increase in the expenditure is attributed mainly to the high prices of grain and fodder. With a view to minimise the cost, steps are being taken to reduce the number of mares from 132 to 50. Government observe that the net expenditure is very high and direct that effective measures should be adopted for reducing the same as far as possible.

G. O. No. M. 2317-19—Mily. 78-21-3, dated 19-11-1921.

The Archæological Department.

Review on the Report for 1920-21.

The Director made no tours during the year under report owing to heavy work at headquarters including the revision of portions of the *Mysore Gazetteer*. The tour made by the Head Pandit in the Bagepalli Taluk resulted in the discovery of 24 new records.

The number of new records examined in the office of the Director was 35. Of these, a set of copper plates received from Tirumakudlu Narsipur Taluk is of special historical value. It registers a grant in A. D. 963 by King Marasimha of the Ganga Dynasty to a scholar named Vadighanghaia Bhatta and gives much additional information relating to the earlier kings of the dynasty. An inscribed metallic Budhist image from Nepal containing an inscription in Nagari characters and in the Newari language belonging to Monsieur Clemenceau which was sent for examination, is also of some interest.

A revised and classified list of ancient monuments in the State with instructions as regards their preservation and inspection was issued by Government during the year.

The Architectural Draughtsman visited Belur and Amritapura in connection with the repairs to be executed to the temples in these localities.

The Head Photographer and Draughtsman visited Belur, Halebid and Amritapura and took certain new photographs and

sketches of the temples. In the two former places, plates illustrating temples of interest were also prepared by the Draughtsman.

Twenty photographs of views of some temples and 23 copies of the monographs issued by the Department were sold during the year, 16 of these latter being sold in England.

G. O. No. M. 2468—G. M. 62-21-2, dated 5-12- 1921.

PART II.—Books, Pamphlets, etc., issued by Government Departments (Mysore).

The State Administration Report.

The report on the Administration of Mysore for the year 1920-21 was issued during the period covered by this issue. The following is a brief synopsis of the principal events in the administration during the calendar year 1921 :—

General.

1. The detachment of the Imperial Service Lancers deputed to Aurangabad for training British remounts returned to Bangalore in April 1921. Parties from the Imperial Service Lancers and the Transport Corps were detained to represent the Mysore Service Units at the function connected with the All-India-War-Memorial at Delhi in January 1921.

Important Administrative Measures.

2. Orders were passed enunciating the policy of Government on the question of the adequate representation of backward communities in the public service. Rules were issued for recruiting, to the grade of Amildars, and Deputy Amildars, members of backward communities working in certain departments other than Revenue. A new public loan was floated for financing capital works and two issues were offered in order to meet the varying requirements of investors :—(1) a ten year loan carrying interest at 7 per cent and issued at par and (2) a six and a half per cent long term loan repayable in 20 to 30 years at par and issued at 97. The loan was thrown open to the public throughout India and the total subscriptions amounted to 22.5 crores of rupees. The number of revenue sub-divisions was reduced and the post of District Excise Officers in the districts of Bangalore, Mysore, Kadur and Shimoga was abolished, their work being assigned to Sub-division Officers. The rates of duty on ganja, opium and beer were raised. A revised procedure was prescribed in regard to the preparation and submission of proposals for re-settlement of taluks.

Progress, Moral and Material.

3. A comprehensive resolution was issued reviewing the educational problem of the State and laying down the future policy in respect of converting village aided schools to Government institutions.

adopting one uniform type of middle schools, improving the pay and prospects in the tutorial line and the inspectorate, and other kindred subjects. The levy of an education cess of one anna in the rupee of land and excise revenue was authorised to meet the cost of the improvements. The rates of special scholarships to be granted to children of persons who were on active service duringt he late war were increased. The system of scholarships for Mysore students studying in the State and elsewhere in India was examined and revised.

Seasonal Conditions.

4. The *mungar* rains commenced hopefully in the second week of April and, although there was a break during the succeeding month the rains in June continued to maintain in some measure the promise of the earlier weeks. The *hingar* rains during September and October were fairly copious in the districts of Bangalore, Mysore and Kolar and parts of the Tumkur district. There was scarcity of fodder, however, in parts of the Chitaldrug and Tumkur districts and State forests were thrown open for free grazing of cattle in those tracts. The seasonal conditions were on the whole more favourable than in 1920.

Finance.

5. The budget estimates for the official year 1921-22, as finally passed, anticipate a total revenue of Rs. 306·25 lakhs and provide for an expenditure, chargeable to revenue, of Rs. 305·61 lakhs. The capital outlay, not chargeable to revenue, is estimated at Rs. 108·13 lakhs.

Protection.

6. Five Regulations were passed during the year. Sanction was accorded to certain proposals for improving the industries carried on in the jails at Bangalore and Mysore.

Technical Departments.

7. The further construction of the Shimoga-Arsalu and Nanjangud-Chamrajnagar railway lines was temporarily stopped, in order to provide funds for bringing the existing open lines to a proper standard of efficiency. The Government metal factory was made over to a private syndicate from the 1st August 1921. Assistance was given to two cotton mills by the acquisition of lands and supply of electric energy. The erection of the blast furnace and wood distillation plants in connection with the Mysore Iron Works at Bhadravati was nearly completed. The rates for the supply of electric power for lighting and industrial purposes were increased so as to meet the enhanced cost of generation, transmission and distribution. The total output of gold from the Kolar Gold Fields during the eleven months of the year was 387,021 ounces valued apporximately at Rs. 2,78,25,615. A

Tuberculosis Sanatorium was opened at Mysore in memory of the late Second Princess. The special staff for the malnad improvement operations was disbanded and District Boards and the Medical and Sanitary Departments were entrusted with those operations.

Miscellaneous.

8. The sixth decennial census of the population of the State was taken on the 18th March 1921 synchronously with the rest of India and the population including that of the Civil and Military Station of Bangalore was 5,047,117 men and 2,931,775 women. There was an increase in the total population by 172,699 or 2·97 per cent. The fifth quinquennial census of agricultural stock was taken in January 1921, disclosing a slight increase of 8 per cent in the number of bulls and bullocks and 6·6 per cent in cows. There were 1,697,002 bulls and bullocks and 1,717,156 cows. The election of a non-official President for the Bangalore City Municipal Council having proved a failure twice, one of the Deputy Commissioners was temporarily appointed official President.

The Mysore Clerkship Manual.

This is a Manual compiled and published for the guidance of clerks in the State service. Its object is thus described in the preface:—

"A clerkship examination was prescribed in the year 1917 in order tot est the qualification of candidates for clerkships in the several offices in the State. Special classes are held at Bangalore for a few months every year to train candidates for the examination, but, these cannot be taken advantage of by the great majority of clerks and the need has been felt of providing the candidates, more especially those of the moffusil who have no special facilities for training, with a suitable text book. Further, there is at present no compilation which gives in one place practical hints to clerks in their several duties such as registering, precis writing, indexing and despatching and other instructions relating to ministerial work which are now found in the various manuals, Account Code, etc. The present compilation is intended to supply the above wants and to serve as a guide to clerks who are already employed in the several offices in the discharge of their duties. It is authoritative only in respect of paragraphs for which Government orders are quoted and the rest of the book only contains suggestions in the light of practice elsewhere." The Manual is price one rupee per copy.

PART III.—Extracts.

AGRICULTURE.

Agricultural Department.

REVIEW ON THE ADMINISTRATION REPORT FOR 1920-21.

[United Provinces.]

The annual report of the Department of Agriculture for the year ending June, 1921, shows that a start has been made in carrying out the scheme of re-organization and development outlined in last year's report, but as in the case of some other departments, the shortage of recruitment and the scarcity and high price of machinery due to the prevailing industrial unrest have considerably checked the rate of progress.

In the enlarged Legislative Council the keenest interest has been taken in the development of the Agricultural department and much shrewd criticism and valuable advice have been offered to the Director, and to the Government. It is, however, generally admitted that the department must be expanded as fast as the output of trained men and the provincial finances will admit, in order that agriculture, the chief industry of the United Provinces, may gain the full benefit of modern science, modern machinery and modern engineering.

The number of applications received for admission to the Cawnpore Agricultural College shows that the demand for agricultural education is steadily growing and that the value of the education is appreciated by landowners. In all, one hundred and sixty-six applications for admission were considered by the Governing Body, of which only fifty-eight could be admitted. Out of these, fourteen students joined the College with a view to learning how to manage their own estate and eight were sent by the owners of large properties who wish to employ them as land agents. During the year, the Government appointed a Committee to consider the question of affiliating this College and the Thomson College, Roorkee, to the Allahabad University. The Committee has submitted a report recommending that the College should be admitted to the teaching side of the Allahabad University, and that its management should be made over to the University. The Government are awaiting the opinion of the Senate before passing orders upon this report, but intend in any case to alter the present system under which two different types of agricultural

education are given at the College. The first type is a four-year course of the standard required for a University degree, while the other is a two-year course which combines school work with agricultural training. The latter, as the Director points out, does not require the costly equipment and staff necessary for a University degree course and can be carried out equally well and far more cheaply at agricultural schools. In recognition of this fact, the Legislative Council have recently agreed to the establishment of an agricultural school at Bulandshahr where experiment will be made as to the course of study needed in such schools. The Government hope, in the course of the next few years, to establish several more agricultural schools, the equipment and training in which will be based on the experience gained at Bulandshahr. The discoveries and lessons of modern agriculture postulate a far higher standard of intelligence and education than that which is possessed by ordinary cultivator. The possibilities of developing the agricultural resources of this province, so far as nature is concerned, are vast, but the first condition precedent to the realisation of these possibilities is the training of the rising generation in modern methods, so that they may teach and guide the uneducated rank and file.

The Director's report contains a most interesting chapter on the research work conducted on cotton, sugarcane and wheat. He illustrates the importance of the recently created Indian Central Cotton Committee, whose duty it will be through the agency of his department to keep the cultivators in touch with the demands of the market in India and foreign countries. At present considerable criticism has been directed against the efforts which the department has made to introduce into the dry tracts of the Western Circle a variety of cotton known as "Aligarh White-Flowered" which is the product of the investigations carried out by the Deputy Director of Agriculture of the Western Circle. The representatives of the local spinning industry complain that this cotton is of little or no value to them and that the department has been misdirecting its efforts in encouraging the spread of this variety in the special tract for which it is suitable. On the other hand the cultivator finds that he can get a better financial return from this variety and continues to grow it. There is no difficulty in selling it and agencies exist which are willing to give a good price for it. The Cotton Committee should be able to advise as to the probable demand for the type of cotton represented by Aligarh White Flowered and whether trade developments make it advisable to abandon all efforts to improve the yield of coarse shortstapled cotton.

As regards sugarcane, the most important event of the year has been the appointment of the Indian Sugar Committee whose report has recently been received after the close of the year. One of the most striking facts in that report is the extraordinarily small yield of sugar per acre of cane in India as compared with the yield in Java, Cuba and Hawaii, the other chief cane-growing countries of the world. The Committee have approved the lines on which research work on sugarcane is being conducted in this province and have made

a large number of suggestions which will be considered as soon as possible by the Government. The experiments which have been made by the officiating Director at Shahjahanpur show that there is no reason why the yield of cane in this province should not be at least doubled. The Director quotes a remarkable estimate that, if the entire cane crop of India were crushed in modern mills and worked in central factories, an increased production of over one million tons of sugar would result.

The use of improved varieties of wheat, especially Pusa Nos. 12 and 4, continues to spread rapidly among the cultivators, and it is now estimated that some four hundred thousand acres are sown with these varieties, which at a modest estimate give the cultivator an increased return of Rs. 15 per acre. Expressed in money, this represents an extra gain of about 60 lakhs of rupees annually to the cultivators. The department is steadily increasing the number of seed depots where the cultivator can purchase the best varieties, and the Government have cordially accepted a resolution moved in the Council that the eventual aim should be to establish a seed depot in every tahsil. The Government hope that landowners will assist by establishing seed depots and have asked the Board of Revenue to set an example in the larger estates under the management of the Court of Wards.

Considerable criticism was directed by the members of the Legislative Council against some of the farms managed by the Agricultural department. The Government fully agree that a demonstration farm should easily pay its own way-and that if it fails to do so the neighbouring cultivators cannot be expected to imitate its methods. Such farms will be closed, but the case of experimental and research farms is different, as their aim is to experiment with new varieties and new methods and experiments are bound to involve a certain number of failures. It is probable that where demonstration farms have failed to pay their way, the real reason is lack of supervision, due to the fact that the Deputy Directors have unwieldy circles, but the fact remains that it is not worth while to keep demonstration farms which fail to fulfil their purpose. The department is gradually strengthening the staff available for demonstrating on the cultivator's own land new methods and superior varieties evolved at the experimental farms. In this they are being helped by many landlords who have established demonstration farms on their own land. Practically all these farms, besides assisting the department, are bringing in a considerable income to their owners.

One of the most important branches of the department is that of agricultural engineering. The progress made with the construction of tube-wells during the year under report was most disappointing, mainly owing to the fact that engineering material has risen enormously in price and is very difficult to obtain. The success of tube-wells in this province has been established and the demand for such wells is at present altogether beyond the powers of the Agricultural department. A large grant for equipment and for the building of a workshop was passed by the Council in the current budget, and the

Government hope that before long the Agricultural Engineer will be in a better position to satisfy this demand. Apart from tube-wells, there are many other methods in which the engineer can assist the cultivator and relieve his cattle. The Indian Sugar Committee in their report have laid great stress on the importance of developing the Agricultural Engineer's branch, and have pointed out that if the cattle are relieved from tasks such as cane-crushing which they perform with small efficiency and with much loss of stamina they will have greater strength and energy for deep ploughing.

Mr. Parr, Deputy Director of the Western Circle, has carried out a most interesting series of experiments on the use of baisurai (*Pluchea Lanceolata*), a well-known weed which covers over a million acres in this province. He has found by experiments at the Agra and Aligarh farms that this weed can replace half the total fodder required by working bullocks, and that a ration of one-half green baisurai and one-half jura stalks gives better results than a full ration of jura stalks. The Director points out that if full use were made of this discovery in the districts of Aligarh, Muttra, Etah and Agra where the weed is most prevalent, some six million maunds of other fodder could annually be saved. The Government hope that the Council will vote a grant to enable this use of baisurai to be widely demonstrated and tested, so that the cultivator may become familiar with it and be willing to use this substitute freely when the next fodder famine occurs.

Agriculture in Bengal.

Review on the Report for 1920-21.

The principal change in the administration of the department of Agriculture during the year under review was the transfer of control from the Revenue Department of the old Government to the Ministry of Agriculture and Public Works under the Reformed Government.

There were 42 students from Bengal at the Agricultural College at Sabour, of whom 18 appeared in the final examination and 11 passed. Five students received scholarships from Government and seven from District Boards. The first batch of students at the Agricultural Vernacular School at Dacca will complete their course in December next. A school of the same type was opened at Chinsura in February 1921, but only 12 students were on the roll at the close of the year. The paucity of pupils is attributed to the non-co-operation movement. The object of Government in opening these schools was to provide a practical education in modern agricultural methods for the sons of cultivators who would apply what they learned in the cultivation of their own holdings. Experience has now shown that these schools are not altogether suitable. The principal drawback is that they are much to costly. If agricultural education is to spread

among the masses, it is essential that the schools should be within easy reach of the cultivators. Numerous schools, each serving a comparatively limited area, must therefore be established, and this can only be accomplished if a cheap type of school is devised. It has therefore been proposed that the schools at Dacca and Chinsura should be converted into secondary agricultural schools, where *gurus* and demonstrators, and also cultivators desiring a higher agricultural education, would be trained, while for elementary agricultural education a cheaper type of school should be evolved. A scheme for such schools is now engaging the attention of the Hon'ble Minister.

An area of 300 acres has been acquired adjacent to the Dacca Agricultural Farm for the Agricultural Institute. The scheme has received the administrative sanction of Government, and building operations will commence as soon as funds are available.

It is the aim of Government to provide every district with an agricultural farm where new varieties of crops and manures will be tested and adapted to local conditions and which will form a centre for all the agricultural work of the district. The Hon'ble Minister agrees with the Director of Agriculture that there should also be a central experimental station in each division at which experimental work of the high order can be conducted; and he recognises that the department is seriously handicapped at present in its experimental work by having only two such stations at Dacca and Chinsura. The provision of additional experimental stations must, however, await an improvement in the financial position. Meanwhile, as a temporary measure, arrangements are being made to conduct some experimental work on the Rajshahi Farm.

It is a satisfactory feature that the Director is able to report a considerable increase of public interest in agricultural matters and in the work of the department. An indication of this is the remarkable demand for departmental seed. In the Dacca Division, for instance, applications were received for 5,000 maunds of *Kakya Bambai* jute seed against an available supply of 800 maunds. There was also a keen demand for seed of the *Kataktara* and *Indrasail* varieties of paddy. It is obvious that the seed which the district farms will be able to supply will be quite insufficient to meet the needs of the cultivators. The Director has, therefore, drawn up a scheme for utilising private agencies for the propagation and distribution of departmental seed. The central experimental stations will supply seed to the district farms. These in turn will distribute it to private farms established through the agency of zamindars, khas mahals, Court of Wards' estates and co-operative agricultural associations. The seed will be propagated for a further period in these farms before distribution to the cultivators. The Hon'ble Minister is glad to learn that satisfactory progress in the organisation of these private farms has already been made, and looks forward with interest to the detailed report on their working which is promised for next year.

The demonstration work of the department is by no means confined to jute and paddy. Many varieties of sugarcane from all parts

of the world have been tested, and the *Yellow Tanna* variety, which has proved itself pre-eminently adapted to the conditions of Bengal, has achieved a wide popularity. Every effort is being made to increase the supply of seed of this variety to meet the large demand which exists. Tobacco is also an important item in the demonstration programme, and the cultivation of the Sumatra variety has been rapidly extended in Rangpur. The Minister attaches great importance to the formation of a co-operative sale society among the cultivators of tobacco as he is convinced that this is the best method of securing the cultivators a good price for their crop. He trusts that the efforts which are being made to establish such a society will meet with a full measure of success. Other crops which are receiving attention include groundnuts, wheat and potatoes, and the use of manures is also being popularized by the demonstrations of the department.

The cattle-breeding experiments on the Rangpur cattle farm continued to make progress. The herd is divided into two sections. In the one selected local cows breed from a Hissar bull and in the other from the best local bulls available. The milk yield of each cow is carefully recorded, and those which give a poor yield are eliminated from the herd. Several generations will have to be bred before definite results can be expected, but the half-bred Hissar bulls are at present showing distinct signs of improvement over the local animals.

During the year considerable attention was paid to the formation of village agricultural associations, and their rapid expansion affords further evidence of the increase of popular interest in the work of the department. In order to secure the permanence of these associations, and to give each member a personal interest in their success, the Minister has decided that they should in future be organised as far as possible on a co-operative basis. Associations or small groups of associations will be registered as co-operative agricultural societies under the Co-operative Societies Act, and share capital will be raised. These societies will not only engage in such activities as the supply of seed and manure to members, but will also be in a position to undertake the more complicated forms of agricultural improvement such as irrigation and drainage projects and the joint purchase and sale of agricultural machinery.

The Sericultural branch of the department continued to do important work during the year under review. The demand for seed cocoons greatly exceeded the supply. Owing to a shortage of the mulberry crop which was affected by drought and to an accidental outbreak of muscardine at one of the nurseries, the total receipts from the nurseries amounted only to Rs. 77,286 as against Rs. 84,185 in the previous year. In spite of this, it is estimated that the department supplied 29 per cent, of the total seed requirements of the province. The increasing demand for sericultural education is an indication that the cultivators appreciate the value of the work that is being done by the department.

CO-OPERATIVE SOCIETIES.

Progress of Co-operation in the United Provinces.

GOVERNMENT RESOLUTION.

In view of the fact that co-operative societies are now a provincial and transferred subject in this province, the Local Government have recently had under consideration the advisability of taking action on those recommendations of the Committee on Co-operation in India which were not finally disposed of by the Government of India before the Devolution Rules came into force. The more important of the conclusions which the Local Government have reached are now published for general information. Those which deal with primary societies are set forth first, then those which relate either to central societies or to a provincial bank, and finally those which are of a more general nature.

Primary societies.—The Committee in their first recommendation called attention to the necessity of encouraging the development of non-credit societies, subject to the provision of a competent supervising and guiding staff. An increase in the number of such societies in this province has for a long time been desirable and, to assist in the attainment of this object, two additional Junior Assistant Registrars were recently appointed. No further increase of the supervising staff, it is considered, is called for at the present time, but the Registrar will address Government upon the subject whenever he considers necessary.

The Committee in their second recommendation laid stress on the need of a systematic enquiry into the condition of village industries as a preliminary to re-organizing them on a co-operative basis. Mr. Chatterji's "Notes on the Industries of the United Provinces" contain the results of one such enquiry, and Junior Assistant Registrars have been asked to supplement this work by making special enquiries into the case of industries which offer promise of co-operative organization. The industrial survey of the province which is being planned in the Industries department of this Government will also be of the greatest service in this connection.

In their fifth and eighth recommendations the Committee urged the establishment of cattle insurance societies on the model of those established in Burma, backed by central insurance societies. The efforts which have been made to establish such societies in various localities of this province have unfortunately not yet been crowned with success, the principal difficulties which have stood in the way having been the frequent changes which occur in the ownership of

cultivators' cattle and the cultivators' lack of comprehension of the working and faith in the benefits of such societies. The advantages which the province may expect to enjoy when a system of cattle insurance has been widely adopted are, however, so great that it is impossible to allow them to be thrown away, and the Co-operative department have accordingly been asked to redouble their efforts to establish such insurance societies making the attempt in new localities where there is a promise of success.

In their thirteenth recommendation the Committee suggested that dealings of non-credit societies should, as far as possible, be with their own members only. Agreeing that this course should be adopted, this Government, in Nos. 32 and 33 of the rules which were published with Revenue department G. O. No. 2633/I—343, dated the 4th December 1919, prescribed that such societies should deal with non-members to such extent only as the Registrar might permit. It is considered that these rules have satisfactorily achieved the object of the Committee's recommendation, and it is not proposed to change or amplify them.

The fourteenth, fifteenth, and sixteenth recommendations of the Committee emphasized the need of the wider spread of co-operation among the industrial and urban population. By comparison with other provinces this province in its own special circumstances has no reason to be ashamed of the rate at which the movement has progressed among the non-agricultural population; but more remains to be done. The Registrar will now take special steps to encourage the spread of the co-operative movement in urban areas.

In their nineteenth recommendation the introduction of land banks, corresponding to the land-mortgage credit associations of Europe, was proposed by the Committee. The Standing Committee of Co-operators of this province have also recently considered this subject, but are not at present convinced that such a bank can be organized in this province with reasonable prospects of success. The subject is, however, an important one, and Government intend to examine it further. The Standing Committee of Co-operators will be consulted again, if necessary.

The Committee in their twenty-ninth recommendation considered and rejected a proposal to teach the subject of co-operation in primary schools. Government are in complete agreement with the Committee. The school curriculum is already sufficiently heavy, and it would be unwise to burden it further by the addition of extra subjects, such as co-operation, which, however useful, cannot be regarded as essential.

In commenting on the recommendations of the Committee (Nos. 46 to 49) as to the various kinds of deposits which primary societies might be permitted to take, the Government of India endorsed the view of the Committee that such societies should be permitted to receive fixed and savings deposits, but not to open current accounts. In this province a few limited liability non-agricultural societies have been allowed to open current accounts under the close supervision of the Registrar. This concession has been found to work well in

practice and Government do not propose to interfere with it now. A strict watch on primary societies which maintain such accounts will, however, be kept by the Registrar.

In their fiftieth recommendation the Committee advised that the limits which central banks set to the borrowing power of primary societies should be subject to the Registrar's control. The Registrar in practice has always in this province possessed the power of reducing limits so fixed, but this power has not been authorised by any rule Government have now decided to refer the question of making a rule upon this subject to the Standing Committee of Co-operators.

The gist of the seventy-fourth and seventy-fifth recommendations of the Committee, as applied to this province, is that societies might suitably be empowered to take mortgages of occupancy rights with the concurrence of the landlords concerned and subject to special safeguards, bring them to sale. This Government carefully considered this suggestion on the first appearance of the report, and were not and are not in favour of it. To empower societies in the manner proposed would be contrary to this Government's revenue law and policy. There is accordingly no intention of taking any action upon these recommendations.

The Committee suggested in their eighty-eighth recommendation that primary societies might be permitted to use their reserve fund in their own business, provided that their ability to repay deposits on due date is secured. This latitude is allowed in this province to primary societies of unlimited liability, subject to the Registrar's control. Societies of limited liability, however, are required by rule to invest their reserve funds outside their own business, and after considering the matter carefully Government agree with the Registrar that no alteration of this rule, which makes for stability, is required.

In their one-hundredth recommendation the Committee suggested the institution of a system of super-audit of primary societies, by which they meant an audit by Government over and above the audit performed by societies' own staff. In the opinion of this Government, however, if careful and thorough audit is carried out regularly every year by a competent and reliable staff working under the undisputed control of the Registrar, super-audit as recommended by the Committee becomes unnecessary; and rules 17 to 19 of Revenue department G. O. No. 2633/I—343, dated the 4th December, 1919, have been framed with this object in view. Nor again do this Government accept the view of the Committee that auditors should not be employed on educational and propagandist work. The employment of auditors on such work not only results in extension of the activities of the department, but operates to prevent the staleness which the monotony of strictly audit work would entail.

Central societies.—In their one hundred and seventh recommendation the Committee strongly recommended the introduction of a system of guaranteeing unions to form a link between primary societies and central banks. The utility of such unions is fully realized, and their number in this province is gradually increasing.

The Committee proposed (*vide* recommendation No. 123) that the limit of Rs. 1,000 which is prescribed by the Act as the ordinary maximum of the total holding of any one person in the share capital of a society should be relaxed by Local Governments in necessary cases. This Government agree with this suggestion, but are advised that a separate application in each individual case for the relaxation of the limit is legally necessary. This decision has been conveyed to the Registrar, who will apply in each case in which he considers relaxation to be necessary. The limit has already been relaxed in one particular case.

In their one hundred and twenty-sixth recommendation the Committee urged the necessity of limiting by rule the rate of dividend which may be paid. This Government have already fixed the maximum rate of dividend (combined with bonus) admissible in ordinary cases to a member at 10 per cent, of the share capital actually paid up by him (*vide* No. 28 of the rules published with the Revenue department notification already referred to), and this rule will be allowed to stand. Exceptions will be made, where necessary, as may happen in the case of some non-credit stores.

This Government accept the opinion which the Government of India have conveyed to them on the recommendations of the Committee (Nos. 127 and following) as to the conditions upon which central banks may accept deposits and open accounts. Briefly put, central banks, subject to the observance of certain conditions as to the amount of deposits and of safeguards relating to the provision of sufficient fluid resource, should not be denied the privilege of accepting any form of deposit or of keeping any kind of account. The Registrar will see that these conditions and safeguards are observed, and refer the question of the precise amount of fluid resource which should be maintained by such banks for the opinion of the Standing Committee of Co-operators. The question of the proportion which share capital plus reserves should bear to total liabilities, which is considered in recommendation No. 138 of the Committee, is similarly being referred to the Standing Committee of Co-operators.

Central banks, it is reported, have now practically stopped transactions with individual members. The one hundred and thirty-ninth recommendation of the Committee, which advised the cessation of dealings between banks and individuals, is, therefore, observed in this province.

It is not possible for Government to fix any standard for the material valuations which central banks require for their own purposes to make of the credit of affiliated societies (recommendations Nos. 140 to 142 of the report). Government have decided, therefore, to leave it to the Registrar to issue any special instructions suited to the local circumstances which may be necessary in individual cases.

The Committee in their one hundred and forty-fifth recommendation advised observance of the principle that the period of loans by central banks should be conditioned by the period for which deposits

are held. This Government, however, in agreement with the view which the Government of India have communicated, consider that in present circumstances it would be unadvisable to attempt too rigid an adherence to this principle.

This Government consider that it is not advisable to adopt the one-hundered-and-forty-eighth recommendation of the Committee, to the effect that rates of interest to be charged on loans may vary with reference to the character of the borrowing society, or with the length of the term of the loan. Such a practice, though it need not be altogether prohibited, is not desirable. This Government, however, accept the Committee's suggestion, made in the first part of this recommendation, that rates of interest charged should be below bazaar rates, but high enough to allow of a wide margin.

This Government accept the recommendation of the Committee (No. 149) that money repaid by members to their societies should be made at once available for repayment to central banks after deduction of amounts required for urgent loans, and that central banks should supervise recoveries, subject to the modification that such banks should be considered to have a first charge—to the extent, however, of the instalment due only—on money repaid by members in redemption of loans advanced from the money of the banks.

The one-hundred-and-fiftieth recommendation of the Committee, that central banks should not ordinarily proceed against defaulting societies in the civil courts, is accepted. A detailed procedure for arbitration has been laid down by Government in rule 20 of the rules which were published with the Revenue department notification already cited to discourage resort to civil courts, and in practice no dispute is now taken by the societies against their members to such courts. The awards of arbitrators, however, have still to be executed through such courts.

In their one-hundred-and-fifty-first recommendation the Committee would allow a central bank, after providing fully for fluid resources, to utilise the balance of its reserve fund in its own business. This recommendation was not accepted by this Government when the Committee's report first appeared, and Government adhere to the view they then took of this matter. Rule 25 of the notification already mentioned is based upon this view.

Provincial bank.—In the one-hundred-and-sixty-fourth recommendation the establishment of a provincial bank in each of the major provinces was affirmed as necessary. Although projects for the establishment of such a bank have been considered, no such bank has yet been actually established in this province. In the opinion of Government a decision on this important matter has already been too long delayed. The Registrar will now bring the matter again before the Standing Committee of Co-operators for a further expression of opinion at an early date.

General.—This Government accept the view of the Committee (recommendation No. 186) that none of the powers of the Registrar can suitably be devolved upon the Collector and his staff. It is the

duty of the district staff to maintain the closest touch with co-operative societies, but they cannot profitably be charged with the exercise of any of the technical duties appertaining to the officers of the department.

Government are considering, in consultation with the Registrar, whether any action is feasible on the one-hundred-and-ninety-second recommendation of the Committee, in which it was proposed that Assistant Collectors under training should be taken by competent instructors to visit typical co-operative societies in actual working.

Government do not propose to act on the recommendation of the Committee (No. 195) for the appointment of a Development Commissioner, who should be charged with the general control of the Industries and Agricultural departments as well as of the Co-operative department. By a recently devised arrangement officers of these and other allied departments of this Government confer at frequent intervals; these conferences secure for the public all the benefits which prompted the Committee to suggest the appointment of a Special Commissioner. No further action, therefore, is proposed on this recommendation.

The Government of India shortly after the publication of the Committee's report expressed the opinion that the action which would properly be taken upon the one-hundered-and-ninety-eighth and one-hundred-and-ninety-ninth recommendations (which suggest certain practical methods by which the Court of Wards in particular can assist the co-operative movement) is of limited extent. The Board of Revenue, however, at this Government's request recently considered methods by which the Court of Wards can assist the movement. The Board have promised that the Court of Wards will maintain a generally sympathetic and helpful attitude to the movement, and in particular suggested that advances of money from Court of Wards' funds for the financing of primary societies which aim at bettering the condition of the tenantry of Wards' estates might be permitted. This suggestion was approved by this Government. No further action on these recommendations of the Committee is possible.

Only a minority of the recommendations of the Committee, it will be observed, has been referred to in this resolution. The reason for this is that very many of the Committee's recommendations were not of such a nature as to require any decision by this Government, either because they are already observed in actual practice or because as is the case with the proposal (contained in recommendation No. 76) for the conversion of the lien of a society under section 19 of the Co-operative Societies Act into a charge, they involve an amendment of the existing law and as such are still under consideration between the Registrar and Government. The Registrar will address Government in all cases in which he considers amendment of the Act to be necessary.

EDUCATION.

Children of disabled soldiers.

EXEMPTED FROM PAYMENT OF FEES IN COLLEGES

[Madras]

In paragraph 6 of G.O. No. 663, Home (Education), dated the 23rd May 1918, the Government stated that the question of the grant of educational concessions to the children of deceased or incapacitated soldiers seeking admission into colleges will be reserved for future consideration. The Government are now pleased to direct that such children who produce the certificate referred in paragraph 3 of the scheme framed by the Government of India be admitted without payment of fees into all colleges under public management. Managers of aided colleges are invited to grant similar concessions to such children seeking admission into their institutions. To induce them to do so, the Director of Public Instruction is empowered to compenstate them up to the amount of the fee income foregone in the case of the children in question and this sum shall be added to the amount otherwise admissible to the institution under the provisions of the Grant-in-Aid Code.

The continuance of the concession herein sanctioned will be subject to the condition laid down in paragraph 4 of the scheme framed by the Government of India and to any other regulations that may be framed by the Director of Public Instruction.

Public Instruction in Bihar.

REVIEW ON THE REPORT FOR 1920-21

The year 1920-21 which is dealt with in the present report is noteworthy for the transfer of "Education" to the control of an elected representative of the people. The Hon'ble Khan Bahadur Saiyid Muhammad Fakhr-ud-din assumed charge as the first Minister of Education in the province of Bihar and Orissa on the 1st January 1921. This important constitutional change is one of the reasons why the present report records no important new schemes. The late Government were naturally reluctant to embark on large schemes or to commit their successors to expensive projects, while in the three months during which the Education Minister has held charge, he has been fully occupied in becoming acquainted with the work of this and other

departments under his control and with the problems with which he has to deal. That the inauguration of the Reforms and the transfer of Education to popular control have led to an increased interest being taken in education is shown by the numerous questions asked and resolutions moved on this subject at the first session of the Legislative Council and by the demands put forward for the appointment of Committees to examine various aspects of the problem. A resolution asking for the appointment of a Committee to examine the whole question of primary and secondary education was accepted by Government and the large and representative committee which has been appointed in accordance with the resolution has commenced its task. The terms of reference to the Committee are comprehensive and their deliberations will probably be protracted, but the committee will serve a most useful purpose in concentrating attention on the most important educational questions, and will enable the members of the Legislative Council to become thoroughly acquainted with the problems before them and will give them an opportunity of making use of the knowledge and experience of the officers of the department. Another resolution recommending the appointment of a Committee to advise on the subject of vocational education was also accepted by Government and as a preliminary step a Committee has been appointed to advise on the question of technical and industrial education in the Tirhut Division where at present few facilities for any except a purely literary education exist. The question of vocational education will be further considered when the committee on primary and secondary education has submitted its report, for this Committee in dealing with the important question of curricula in schools will have to consider carefully whether the courses at present in force require modification to make them more "vocational".

The Resolutions and questions generally show that there is a very strong demand for the expansion of educational work. Owing to the limited funds at their disposal Government cannot hold out hopes of any rapid progress. The direct expenditure on education has risen by over sixteen lakhs since 1916-17, while the total expenditure including the expenditure on buildings which in 1916-17 was Rs. 81,52,000 amounted in the year under report to Rs. 1,14,10,000. The revision of the pay of the educational services was the chief item in the additional recurring expenditure of the year 1920-21. All the Government Educational services have now received a substantial increase of pay but the memorials recently received from the members of various services show that under present economic conditions even the rates of pay now in force are barely adequate. Government though sympathising with the memorialists cannot however hold out any hopes of being in a position to sanction any further increase at present and it is to be hoped that an improvement in the economic conditions of the province will automatically improve the position of these officers. The increases already sanctioned have taxed the resources of Government to the utmost and they have not as yet been able to make any substantial increase in the pay of the large body of teachers

in aided schools, though some additional grants have been given for this purpose out of the funds obtained from a small increase in the fees in Government secondary schools. Further the problem of increasing the pay of teachers in primary schools has yet to be solved; to raise their pay to the standard in force in a neighbouring province would require over half a crore of rupees.

The University.

During the year the Senate and Syndicate have considered with great care the recommendations of the Calcutta University Commission and have carried into effect two important reforms, the abolition of the age-limit for the matriculation examination and introduction of the system of supplementary examinations, both of which were strongly supported by the public.

That the charge not infrequently brought against the University of setting an unduly high standard of examination is not justified is shown by the statistics quoted by the Director of Public Instruction. The percentage of passes in every examination except the M.A., has increased considerably since 1918-19. The precentage of passes in the Matriculation has risen from 41·5 in 1918-19 to 49·3 in the year 1920-21 and the percentage would, as the Director of Public Instruction points out, have probaly been still higher had it not been for the disturbing effect of the non-co-operation movement and was in fact reduced by the small precentage of passes obtained from some schools.

Arts Colleges

The decrease in the number of students in Arts Colleges is attributed by the Director of Public Instruction to four causes, economic conditions, the impression that the standard of examination is lower at the Calcutta University than at Patna, the effect of a new regulation permitting students who have failed twice at the Intermediate Examination to appear at two subsequent examinations without further attendance at lectures, and finally the non-co-operation movement. The two Government Colleges were not seriously affected by the non-co-operation movement; from the Patna College 31 students withdrew permanently while only two students left the Ravenshaw College in pursuance of this movement. The Bihar National College suffered a serious decrease in numbers of over 200, but about 100 of these withdrawals are accounted for by the effect of the new Regulation while it is probable that as this College is largely attended by poor students, the decrease was largely due to economic causes. The thanks of Government are due to the Principals of both Government and aided colleges for their successful handling of the difficult situation caused by the non-co-operation movement while it is satisfactory to note that parents and guardians had the good sense to use their influence with the students and to oppose a movement, which cannot but spell disaster for the rising generation.

Secondary Education

In attacking secondary schools the non-co-operators had an easier task than in attacking colleges, for it is not difficult to open so-called national high schools and thereby attract pupils from the Government schools or Government aided schools. It is thus hardly surprising to find a decrease of over 11,000 in the total number of pupils attending high schools, middle English schools and middle Varnacular schools, the Tirhut Division in which the non-co-operation movement was strongest being responsible for a fall over 7,000. It appears very doubtful whether these national schools will be able to exist for long, and it is to be hoped that if the courses at Government schools are modified so as to make them more attractive and if also the pay of teachers in aided schools is improved, the numbers will soon rise to their former level. The question of the curriculum in secondary schools has recently been considered in great detail by the Education Committee whose final recommendation has not yet been received by Government.

Primary Education

That the problem of the development and improvement of primary education is largely a financial problem is made abundantly clear by the present report. There can be no doubt that if more competent and better paid teachers are employed and if fees of all kinds are abolished, more children will attend schools. But to raise the salaries of teachers to the standard adopted in a neighbouring province would cost over half a crore of rupees. The adoption of a simpler course may have some effect in increasing the popularity of primary schools, and the question of the most suitable curriculum is one on which the advice of the Education Committee now sitting will be valuable. Two satisfactory features of the present year are the increased funds devoted by some District Boards, notably Patna, to Education and the development of the system of control by local committees principally in Shahabad and Gaya. It is not surprising that in a backward area such as Chota Nagpur local committees are not easily formed but more rapid progress should be made in Orissa which educationally is in advance of the rest of the Province.

Female Education

The Intermediate Arts Classes at the Ravenshaw Girls' School were continued as a temporary basis. The number of pupils is still small and is not sufficient to justify making the classes permanent. Improvements were made in the building of the Girls' High school at Bankipore which has now been placed under a representative Managing Committee. Of the aided high schools the most flourishing is that maintained by S. P. G. Mission at Ranchi, the number of pupils showing a further increase during the year. The Giridih Girls' High School on the other hand had a smaller number of pupils and it is doubtful whether the school should continue to receive aid from

Government. The increase in the number of middle English schools is satisfactory.

Elementary Schools.

FEES ABOLISHED

[Madras]

In Circular Memorandum No. 1076 A—1, dated the 22nd March 1920, the Government invited the opinions of local bodies and other agencies engaged in the field of education on the question of the abolition of fees in elementary schools. Most of the local bodies consulted have expressed themselves in favour of the proposal as such a measure would tend to the greater spread of elementary education among the people especially among the poorer communities. The Government have given their careful consideration to the various opinions received and also to the possible effect of the passing of the Madras Elementary Education Act. They are now pleased to empower local bodies to abolish, at their discretion fees in elementary schools under their management, subject, however to the condition that the usual contribution from the general revenues of a local body to the elementary education fund under its control is raised by an amount equal to the fee income foregone.

The existing practice in regard to the levy of fees in Government elementary schools and in those under private management will continue unaltered.

EXCISE.

Excise Administration.

REVIEW ON THE REPORT FOR 1920-21.

[United Provinces]

The salient features in respect of Excise administration during the year 1919-20 were reduced consumption and increased revenue. In 1920-21, though revenue again rose by Rs. 8·68 lakhs to Rs. 181·15 lakhs, consumption remained stationary, or actually rose in the case of all excisable commodities save *ganja* and opium.

Government pursued throughout the year its traditional policy, crystallized in the phrase "the maximum of revenue with the minimum of consumption." The continuous process of reducing the number of retail shops was steadily carried out and there were considerable increases in the rates of duty on drugs and in the price of opium. The rise in consumption was due to general economic causes—to good harvest, to an increase in the number of marriages, and a fall in the price of the raw material, both *mahua* and molases, and notably of the former.

The operation of such influences is clearly discernible on a closer analysis of the consumption figures for country liquor. The total figure was 1,138,030 gallons, or 1·9 per cent over the figure of the preceding year. The figures (thousands of proof gallons) per quarter were as follows :—

	April-June	July-September	October-December	January-March	Total
1919-20	246	240	266	364	1,116
1920-21	361	242	280	255	1,138

The considerable rise of 46 per cent in the first quarter was due to numerous marriages and a good harvest following on the excellent monsoon of 1919; in the second and third quarters the variation is small whilst in the last quarter various new causes combined to produce a fall of 29·9 per cent.

Drugs and especially *bhang* are replacing country liquor. Despite the very considerable increases in rates, the licence fees for drug shops

as a whole rose from Rs. 18·51 to Rs. 20·07 lakhs, and this notwithstanding the fact that in 15 districts contractors resigned their contracts owing to the increase in duty and their re-settlement resulted in a decrease of 8·2 per cent.

The figures for foreign liquor suggest certain interesting tendencies. In the case of the trade in sophisticated spirit (rum, whisky, brandy, and gin, of local manufacture) the issues on payment of duty for public consumption and export under bond to Bombay and Calcutta were 77,108 gallons in 1918-19, 62,449 in 1919-20, and 70,237 in 1920-21, exhibiting a rise in 1920 21 of 12 per cent. No definite conclusion can be drawn from these figures, for the trade is intermittent and has ramifications in other provinces, but they point to the general accepted conclusion that middle class consumers of country spirit are beginning to use foreign spirit owing to the enhanced price of the former which has resulted from increases in the duty upon it. This tendency will be partly neutralised by the higher scale of duties imposed on foreign liquor from the 1st March, 1921—a measure which will also remove complaints against the light incidence of taxation on foreign as compared with that on country spirits.

The following figures for wines, beer, and spirit (imported and locally manufactured) also indicate that with a decreased consumption of country spirit there is a tendency for an increased consumption of foreign wines and spirts :—

	1918-19	1919-20	1920-21
		L. P. Gallons.	
Wines	18,839	22,207	26,972
Beer	333,769	134,357	253,599
Spirit	52,708	59,896	70,010

The criminal history of the year again demonstrates the difficulties of the administration in its efforts to control consumption. Prosecutions under the Excise Act rose from 1,114 to 1,178: illicit distillation cases from 338 to 453. There were frequent complaints of thefts of country spirit by railway servants and running train thieves, who in one case abstracted a full cask. Prosecutions under the cocaine sections of the Excise Act again exhibit an increase, being 70 as against 45 in 1919-20. As remarked last year, this is the result of the gradual diminution of difficulties in the way of supply from the Continent since the termination of the War. Although prosecutions under the Opium Act decreased from 381 to 356, and smuggling cases to 246 (the latter being the lowest figure recorded in the past five years), the trade continues to be remunerative : 206 seers of opium

were seized within the province, 61 persons of the province with 715 seers were arrested in other provinces, and 13 postal and 10 railway parcels, containing 182 seers, despatched from within the province, were seized elsewhere, chiefly in Calcutta and Howrah. The confiscation of 66 seers of crude opium from smugglers in the Ghazipur district is important.

Figures again prove that there is little drunkenness in the province. The total convictions were 1,317 only as against 1,714 in 1919-20, with an average of 1,919 in the years 1914—19. The proportion of convictions per 10,000 of population was 1·6 in Lucknow, 9·7 in Banares, 3·5 in Cawnpore, 4·4 in Agra, and 7 in Allahabad and Bareilly. Compared with the figures of any Western country, these are well-nigh negligible.

In view of the recent constitution of a committee to advise the Government on the excise policy to be pursued in the future, the Governor acting with his Ministers does not think it desirable to proceed beyond a recital of the more prominent features in the year's administration. The occasion is, however, a convenient one to review generally the broad results achieved under the present system and with the policy hitherto pursued. For this purpose a table with figures for the past ten years has been prepared and is attached to this resolution. A comparison of the figures of the year 1920-21 with those of 1911-12 elicits the following facts:—

(*a*) *Country liquor.*—The combined incidence of duty and fees has risen by over 100 per cent and revenue by 52 per cent.; consumption and the number of shops show a fall of 26 and 19 per cent, respectively.

(*b*) *Opium.*—The price has been more than doubled and revenue increased by 72 per cent. Consumption and the number of shops are 36 and 10 per cent, respectively, lower.

(*c*) *Drugs.*—Revenue has risen by 81 per cent; the number of shops is 10 per cent less. Consumption has, however, not diminished relatively or actually, despite enhancements of rates, more especially in recent years: for example, the duty on *charas* in 1911-12 was Rs. 8 with a corresponding minimum rate of Rs. 22 in 1920-21; the rate of *bhang* which was Rs. 4, was Rs. 12½ in 1920-21 and is now Rs. 20 per maund.

United Provinces Excise Committee.

Its Report.

[*Concluded from previous issue.*]

Minimum Number of Shops.

24. The committee is asked to report whether the existing rule about fixing a maximum and minimum number of shops should be

continued. It has proposed what in effect is a minimum, but based on different principles from the present minimum, for the cities in which Licensing Boards are to be established, *viz.*, that the Boards shall not reduce the number by more than two-thirds of the number in existence when the Boards were first constituted.

For other areas, the committee would recommend that a fixed minimum should be abolished and that the number of shops should be regulated solely by the provisions of article 97 (*a*) of the Excise Manual. It is unlikely that there will be any need for a fixed maximum number and we would therefore recommend the abolition of both standards.

Further, the committee considers that a large reduction can be made in the existing number of liquor and drugs shops, more especially in rural areas. This task will, doubtless, be taken up by Licensing Boards where they are constituted and should be considered by Collectors with the aid of the Advisory Committees in other areas.

Hours of Sale.

25. The Indian Excise Committee of 1905-6 was of opinion that as a general rule the closing hour should be 9 P.M. though it recognized that in some cases earlier closure was desirable. The hours fixed at the present time in these provinces for the sale of country liquor and drugs shops are from sunrise to 9 P.M. with the following exceptions:—

(*a*) Country spirit shops open at 8 A.M.

(*b*) In six cities country spirit shops close at 8 P.M. from 16th October to 15th March and at 9 P.M. during the rest of the year.

(*c*) For foreign liquor the hours of sale vary with different kinds of shops—

Hotels and railway refreshment rooms	all hours.
Restaurants	noon to 11 p. m.
"On" shop licences	noon to 9 p. m.
"Off" shop licences and auctioneers	sunrise to 9 p. m.
Canteen	such hours as are fixed by the military authorities.
"Occasional"	such hours as may be fixed by the Collector.
Theatre bar	During and half an hour after a performance.

In Bengal rural shops close at sunset and urban shops at 8 P. M. throughout the province.

In coming to a decision the Committee has been guided by the following considerations:—

(1) There is no real demand for liquor before noon.

(2) A restriction of the hours of sale would mean a saving in expenses of management to the license.

(3) Excessive drinking and undesirable features are generally found after dark more especially in the later hours.

(4) In rural areas the population, which is mainly agricultural, keeps early hours and an indisputable hour like "sunset" would be more easily understood than an hour by the clock which hardly any village possesses.

Taking these facts into consideration our proposals are as follows for all excisable commodities, opium, drugs, foreign liquor and country liquor:—

	Opening hour.	*Closing hour.*
(1) Municipal areas ...	Noon ..	7 P.M., 16th October to 15th March.
(2) Notified areas ...		
(3) Act II of 1914 Town Areas.		8 P.M., rest of the year
(4) Cantonments		
Rest of the provinces ..	Noon ..	Sunset.

There will be three exceptions:—

(1) No restriction is desirable as regards the hours of sale to persons holding a prescription signed by a registered medical practitioner.

(2) The Committee proposes no change in the rules relating to hotels, restuarants, canteens, theatre bar, railway refreshment rooms and dining cars except that they consider that theatre bars should not be permitted to make sales after midnight.

(3) The tapping of *tari* palms is done in the early morning and the least harmful form of that liquor is fresh or sweet *tari* drunk soon after it is drawn (paragraph 165, report of Indian Excise Committee). In districts, therefore, such as Gorakhpur, where the consumption of fresh *tari* is prevalent, the opening hour for *tari* shops may continue to be at sunrise as at present. This concession should not apply to shops in which other intoxicants are also sold.

Shops at Fairs and Festivals.

The Committee has been asked to report on the question of the closing of liquor shops on occasions of fairs and festivals. "Objections are taken to these licences on the ground that they are unnecessary and spread the habit of drinking among persons who come together for a religious or holiday purpose and who would not drink liquor if it were not put in their way. There is no doubt that this may

result if the grant of licences is unrestricted. At a religious fair in a Native State as many as 13 liquor dealers have been found selling in a single compound. On the other hand, where permanent shops and private possession are as rigidly kept down as they are in some provinces, there is an equal danger in allowing large numbers of habitual or occasional consumers to come together where they have no means of licitly gratifying their appetite." (Report of Indian Excise Committee of 1906, paragraph 235.)

In the North-West Frontier Province no sales are allowed except at permanent shops. In the Punjab the number of those special shops has been reduced very considerably. In the United Provinces there are two kinds of special shops to consider.—

(1) Special, *i.e.*, entirely new shops opened on the occasion of fairs.

(2) Branch shops, *i.e.* where a permanent shop is allowed to open a branch at a neighbouring fair, sometimes closing the main shop and sometimes keeping both open.

The rules governing the issue of these licences are given in article 98 of the Excise Manual. There are restrictions based upon the duration of the fair, the number of people who attend the fair and the distance of the fair from the nearest permanent shop. The policy in these provinces has been one of gradual restriction of the number of those shops. The question was raised in the Local Council in October 1917, by the Hon'ble Mr. Chintamani, when it was pointed out by Government that the number of these licences for the sale of of *liquor*, which was 20 special and 74 branch shops up to 1913, had been reduced to 8 and 12. The Government stated that of the eight special fair licences they proposed to cancel four, the remaining four being in the Kheri district where, on account of the fact that the fairs were held in the heart of the forest and that there was serious danger of illicit distillation and smuggling from Nepal, it was considered inadvisable to discontinue them. As regards *drug* shop it was pointed out that drugs were used in various forms as medicine; and, considering the possible conditions of bad weather and sickness under which the crowd who attended these fairs may have to live temporarily, it would be hard to deprive them of the possibility of obtaining forms of medicine which they valued. There was also the further consideration that at many religious fairs a large number of *sadhus* congregated who were accustomed to the use of various kinds of drugs and any attempt to restrict their use by them would probably be resented. As a result of the enquiry promised by the Government in the 1917 debate, the number of special liquor licences was reduced to four (all in the Kheri district), and the branch licences from 12 to 3; (1) Garhmukteswar (Meerut district); (2) Dhai (Farrukhabad district); (3) Chaiti (Naini Tal district). The reasons for maintaining these licences were considered to be strong. From 1920 the Garhmukteswar liquor shop has also been closed to meet the wishes of the Meerut District Board who manage this fair. The number of branch licences is thus now reduced to two.

There were only two special *tari* shops in the provinces and they were closed. There were 64 branch and 14 special licences for *hemp* drugs. The Government made the rule about the opening of these shops stricter raising of minimum attendance at the fair to 10,000 instead of 4,000 before a shop could be opened. This had the result of closing 38 branch and one special shop.

There were five *opium* shops, which it was not considered feasible to close.

The general trend of the evidence given before us is that it is not necessary to open excise shops at fairs. Some of the official witnesses thought there might be trouble if *sadhus* were deprived of the facilities for *ganja* and *charas*. But after carefully considering the question we have decided to recommend that these drugs should not be sold at fairs. Some members of the Committee were in favour of provision being made for the sale of *bhang* and opium for medicinal purposes, but in practice it would be very difficult to make rules for restricting its sale to such purposes. We therefore recommend the removal of all excise shops (special or branch) from fairs; but a travelling dispensary should be sent to fairs in which opium and drug shops have been abolished.

Next as to festivals. It is obviously not possible to close the shops during all the festivals of all religions; for that would include nearly a fourth of the year. With the exception of the *Holi*, the Committee is unable to see any real principle which would permit of differentiation among the festivals, although the *Dasehra* and *Muharram* are marked by special processions. The problem of dealing with these processions is mainly a magisterial one and provision already exists in section 59 of the Excise Act for the closure of shops, should the District Magistrate consider such action necessary in the interest of peace or order. Similar considerations apply to the local festivals of which there is a very large number in different places. As regards festivals other than the *Holi* the Committee does not therefore make any recommendation.

The opening of shops for the sale of drugs and opium does not result in annoyance to the public in the same way. No restrictions are therefore suggested in respect of them.

Trial of excise offences.

Excise cases are in general tried by district excise officers. This has been objected to on the ground that the excise officer, being in close touch with the excise inspectors, is likely to be influenced by their private reports; and that he has sometimes investigated the facts and ordered the prosecution himself. Another reason adduced against the practice is that the excise officer is too interested in keeping the licensees satisfied to take a sufficiently serious view of many offences, and passes inadequate sentences.

It is undoubtedly a serious fact that inadequate sentences are often passed for selling drugs and intoxicating liquor to children and for keeping open long after closing hours. These sentences are

however by no means confined to excise officers and appear to be the result of a failure to appreciate the gravity of the offence committed or the amount of profit which results from a breach of the rules. If the proposals of the Committee for the reorganization of the staff are adopted this question will not arise as there will no longer be an excise officer on the district staff. But until then we think it desirable that in order to increase public confidence in the trial, excise cases should not be tried by the excise officer, but by some other magistrate.

To secure uniformity of treatment it will be better to have all cases sent to one magistrate, following the procedure adopted in railway cases and in which juvenile offenders are involved.

Staff.

The satisfactory working of any system must largely depend on the character of the staff who have to carry it out in practice and this general condition applies most emphatically to the working of excise. It has been pointed out that the control of the prices of retail sales is an essential part of the new scheme, as being the only way in which the State can secure its full share of the profits of the business, while keeping at the same time an effective check on consumption. To secure this and to give effect generally to the policy of the Legislature, it will be necessary to maintain a closer supervision over the activities of the trade than heretofore. Moreover, the training of the subordinate officers of the department in an entirely new method, which is to replace an old and well-understood one, will entail much extra burden on the supervising staff.

The present system is practically one of dual control. The general control in a district is in the hands of the Collector but all the executive work is entrusted to an officer on the district staff who almost invariably has more than full work apart from excise. It is common knowledge that in the circumstances he cannot do justice to himself or to a department the claims of which are getting more and more insistent as it is increasing in technicality and complexity. When the contract system was introduced, eight posts of assistant commissioners were established each in charge of six districts on the average. They were introduced to meet the need for greater technical knowledge and closer supervision and to form a link between the work of inspectors in their circles and the head of the department. They are in special charge of bonded warehouses and are also expected to supervise and guide the work of the excise inspectors, more especially the preventive work, to watch consumption and prices and all indications of smuggling, and to co-ordinate returns of statistics from the various districts. Their work has been hampered by the fact that they have too big a charge; as a result their supervision has been ineffective and lacking in driving power and there has been no real control of inspectors either by them or by the district excise officers. Moreover, there are obvious disadvantages inherent in a

system of divided control and responsibility. The present system is in fact, generally admitted to be unsatisfactory and so long as it is maintained no substantial improvement is probable. The new system proposed by the Committee will require stricter supervision than the old and efficiency of administration will yield an immediate return in revenue. It is therefore necessary to come to a definite decision whether the policy which led to the appointment of assistant commissioners should be further followed in the direction accepted by the provinces of Bengal, Madras, and Bombay, or whether the whole responsibility should again be thrown on the ordinary staff of a district except possibly the control of bonded warehouses. If the policy of departmental control is to be followed on the example of all Western countries and of the other major provinces of India, excepting the Punjab, then the present district excise officer should be eliminated and the control of inspectors entirely vested in the assistant excise commissioner, under the general control of the Collector. The assistant commissioner would be responsible for the detailed administration of excise of the district. The system would, in fact, be to a large extent analogous to that recently adopted in the case of the Income-tax department, except that the responsibility of the Collector would be more fully retained. In district headquarters where the assistant commissioner was not resident, the necessary routine work would be carried on by the headquarters inspector and rules would be laid down ensuring that assistant commissioners would give adequate attention to each district in their charge.

All officers of the Excise department consulted by us have expressed themselves strongly in favour of this change which is an approach to the systems in force in Bengal, Madras, and Bombay. They do not advocate following the Madras precedent by taking away excise from the control of the Collector; and considering the importance of co-ordinating the work of the Excise department with that of other classes of officers, and more especially of the police, the Committee also thinks it essential to maintain the control of the Collector. Any other course would in fact, involve a very large increase in the excise staff, while the co-operation of the police will become of even greater importance with the probable decrease of facilities for obtaining drink and drugs by lawful methods.

Opinions were also invited from district officers. They are divided in opinion. The majority is against the proposal and thinks that a departmental officer having two or three districts would not be able to look after the executive and the revenue side of excise administraion as effectively as a Collector assisted by the district excise officer, more especially in districts away from the headquarters of the assistant commissioner. It is pointed out that the fact of the district excise officer being a magistrate is of considerable value in many ways, such for instance as inducing the police sub-inspector and the excise inspector to work together harmoniously. The departmental officer will not, it is suggested, have the same influence or experience of executive methods.

Apart from these considerations of principle, it is felt by some officers that in the present unsettled condition of the excise revenue it is inadvisable to abandon the present well-established and comparatively cheap system and to substitute for it a new and more expensive experiment.

The district officers consulted could not take into their calculations the fact of the closer degree of supervision, which will be required under the proposed system of administration both of liquor and drugs. The change to a shop-to-shop settlement of drugs would, in itself, result in a considerable increase in the complexity of the work of the department even without the introduction of a new system for liquor.

38. While attaching full weight to the arguments put forward by district officers, the Committee believes that the new system could not be successfully administered unless the excise staff is so reorganized as to bring in a real check over inspectors and a definite chain of responsibility, without dual control. It considers this very difficult of attainment under the existing system or by again throwing the whole responsibility on the ordinary district staff. The present district excise officer will be even less able to exercise control in the future than he has been in the past as the need for technical skill and experience increases and closer supervision becomes essential. It recommends, therefore, that the department should be organised on the lines indicated in the latter part of paragraph 36 and that the control of inspectors should be vested in an adequate number of assistant commissioners working under Collectors. The Committee regrets the increase in expenditure but considers it necessary if the new system proposed is to be worked to the greatest general advantage on the lines suggested. Excise must become more departmental in these provinces as everywhere else.

40 The next question for consideration is whether the Excise department should be a self-contained service, the assistant commissioners being recruited by promotion from inspectors—possibly with a proportion of direct recruitment—or whether, on the analogy of the Opium department, deputy collectors should be taken over, either permanently or for a term of years. Some officers of great experience advocate the latter course on the grounds that in the first place it would make a reduction in the cadre much easier should this be necessary later on and that it would make for contentment if assistant commissioners knew that they could revert to the regular line.

The Committee has considered the question carefully and is of opinion that on the whole the balance of advantage is decidedly in favour of self-contained service. Deputy collectors would only agree to a transfer if they received a special allowance and might then be drawing more pay for the same work than the experienced men from the department itself. Further, if they came for a term of years they would revert just as they began to be useful. This was, in fact, the actual experience of Bengal where this system was in operation.

If deputy collectors came over for long periods, they would be of little use when they reverted and the revenue or judicial departments

would probably be unwilling to take them. If they came over for an unlimited period, the best officers would probably try to revert as they saw prospects of promotion in the revenue or judicial department. Either only the more incompetent would remain, or if deputy collectors were kept against their will, they would be more discontented than officers definitely recruited for the department. Finally, unless the larger proportion at any rate of these posts is open to excise inspectors by promotion, the latter will have little inducement to do good and honest work and their morale would be very seriously affected.

The Committee therefore recommends that the Excise department should be a self-contained service and should not be recruited by borrowing officers from other departments. In this conclusion it is supported by the views of Indian Excise Committee set out in paragraph 289 of their report which deals with a similar problem.

41. Appointments to the posts of assistant commissioner should be made by promotion from excise inspectors and by direct recruitment; but not more than one-third of the appointments should be made by direct recruitment. As regards the eleven new posts which would now have to be created, the Excise Commissioner strongly presses the claims of the graduates who were recruited to the department in the year 1906-1908 before the grade of inspectors on pay of Rs. 50 was instituted. It is understood that they include a number of competent men of similar educational qualifications to deputy collectors; and considering the special need of officers with excise experience for the institution of a new system the Committee consider that they have fair claims to these posts. Future candidates for direct recruitment as assistant commissioners should be required to have the same qualifications as deputy collectors.

42. No increase is proposed in the cadre of inspectors but the Committee would advocate measures for the improvement of their morale and for enlisting their interest in the successful working of a system which will, in some ways, make considerably greater demands on them.

43. When the service was first instituted a large number of graduates joined it, many of them of a good stamp; but with the introduction of the grade of inspectors on Rs. 50 the type of candidates showed a serious decline and has never returned to the early standard even after the abolition of the grade of inspectors. The proposals in respect of assistant commissioners mean a substantial improvement in the prospects of excise inspectors; but this cannot affect more than a proportion of the present cadre, many of them officers with fairly long service. The Committee considers, therefore, that further measures of improvement are called for of a wider and more immediate effect before the service can again hope to secure competent men with good educational qualifications. This is needed more especially as it is intended to make the department self-contained and excise inspectors must look to promotion within the department and should not henceforth be eligible for promotion as deputy collectors.

Miscellaneous.

44. Having dealt with all the issues specially referred to us, we now proceed to discuss, and formulate our recommendations on certain other problems connected with excise administration.

(1) *Policy.*—The first of these is the question of the formula expressing the excise policy of the government. The Committee is in full agreement with the views expressed in article 2 of the Excise Manual. But it has been represented to us that the short formula which is occasionally used, *viz*, " maximum of revenue from minimum of consumption, " is apt to be misunderstood by even educated persons who think that Government insists upon as large a revenue as possible from excise. The Committee considers that it will perhaps tend to remove such misunderstandings if the formula used makes it clear that the policy is " the minimum of consumption, but that the proportion of the profits from that minimum consumption which is to accrue to the State should be as large as possible. "

(2) *Local option.*—Paragraph 17 of this report deals with the questions of the powers to be assigned to Licensing Boards of regulating the number of excise shops and states that those proposals were subject to the institution of any system of " local option ". By " local option, " the Committee understands the vesting in a specified electorate of any defined area the power to determine, by the exercise of their votes, questions affecting the local traffic in intoxicating liquors and drugs; and, in particular, the question of the continuance or extent of the retail sale and supply of such articles within that area.

The Committee has received many representations for the institution of such a system but does not consider that it falls within the scope of its terms of reference. We desire however to call attention to the wide interest which this question is exciting and to suggest that a necessary preliminary to such a measure would be the formation of a much wider electorate than any now existing.

(3) *Instruction in schools.*—It has been urged before us that Government ought to take steps more definitely than it has done here-to-fore for instruction in schools about the injurious effects of intoxicating drink and drugs. The Committee is aware that action on these lines has already been taken by the Education department but mentions the suggestions as an indication of the degree of public interest taken in this question.

(4) *Counter attractions.*—Similarly a number of suggestions have been received as to the necessity of providing counter attractions. The experience of Western countries is not of much assistance towards meeting Indian conditions and the Committee is not prepared to make definite recommendations on this point.

(5) *Sale of ganja and charas.*—It has also been suggested that *ganja and charas* should be dealt with like other injurious drugs in a manner analogous to that prescribed in the " Dangerous Drugs Act of England. " The question is one of grave importance but it is not included in the terms of reference to the Committee. We consider

it necessary to mention the proposals as requiring careful consideration; but we would suggest that the problem is one which must be dealt with for India as a whole and not for a single province. Restrictions could only be successfully imposed by checking the import of these drugs at the frontiers of India.

(6) *Drinking liquor in shops.*—Another means suggested to us as working in the interests of temperance is the abolition of "on" licences, *i.e.*, to forbid consumption of liquor in the shops. From the 1st April, 1921, this experiment is being actually tried in Benares where also liquor is now sold only in sealed bottles. The experiment has not been working long enough to permit of any definite conclusions being drawn and as the "sealed bottle" system is also being tested it will be difficult to distinguish the separate results of the double experiment and to say which of the two factors has affected consumption.

Some of the evidence received suggests that the prohibition of consumption in the shop will tend to reduce consumption, especially among the more respectable classes; but on the other hand evasion is easy and there is also the danger of introducing drink to homes where it might not otherwise have gone.

The experiment is one which should be tried and the Committee recommends that it should be introduced to start with, in two other cities, one large the other small, the results being compared with those in Benares. If these experiments succeed, the restriction could be gradually extended eleswhere. The two cities suggested for the experiment are (1) Lucknow and (2) Etawah.

(7) *Majum sweets.*—Complaints have been received, more specially from Benares, of the sale of sweets mixed with *bhang* by ordinary sweet vendors. The Committee merely draws attention to the subject because the practice, if it exists, can be dealt with adequately under the existing law.

(8) *Clubs.*—The question of clubs has been raised in several references to the Committee. It has not been shown that bogus clubs for drinking purposes only have spread in these provinces; but there are grounds for considering that some clubs have been very lax in carrying out the rule forbidding sales to non-members and in other evasions of the law. We consider that the question is one which should be dealt with by the Excise department. The department does not appear to have any list of recognized clubs and some form of registration, or in special cases even licensing, may be advisable.

FOREST.

Forest Administration in Bengal.

REVIEW FOR 1920-21.

The total area of the different classes of forest at the close of the year was 10,698 square miles, representing 13 per cent of the total area of the Province. The decrease of 5 square miles, as compared with the preceding year, was chiefly due to disforestation of certain areas to find land for the cultivators displaced by the development of Kalimpong as a hill station, and disforestation of 3 square miles of protected forest in the Sundarbans.

Revised working-plans for 46 square miles in the Darjeeling Division and for the forests of Jalpaiguri and Buxa Divisions were sanctioned during the year, and considerable progress was made in the preparation of working-plans for the forests of Chittagong, Hill Tracts and Cox's Bazar.

Communications and Buildings.

Roads are essential for forest work, and it is satisfactory to find that the Forest Department were able to construct 105 miles of bridle paths. The necessity of a large allotment of funds for the maintenance of communications is made apparent by the figures given in the report showing the mileage of the roads of various kinds which have to be maintained.

A sum of Rs. 40,000 was spent on the purchase of a new bungalow for the Divisional Forest Officer in Darjeeling, but the rest of the expenditure on buildings was made up of small items.

Protection.

When allowance is made for the fact that the report deals with only nine months, the figures of forest offences are similar to those of last year, and call for no comment. A large number of the offences detected were compounded.

Protection from fire was not so successful as in the previous year; the number of fires was greatest in the Buxa Division.

It is interesting to note that no less than 4,823 square miles, or 45 per cent of the total forest area, were open to grazing. It is evident that passes are freely issued; in the Chittagong and Cox's Bazar Division passes for no less than 957 buffaloes and 20,604 cows

and bullocks were issued. The fees charged in these divisions are very moderate, being Re. 1 for a buffalo and 4 annas for a cow or bullock for the whole year.

The natural enemies of the Forest Department are many. Insects and fungi are both mentioned as causing damage, whilst fencing is necessary to protect the plantations against wild animals such as deer, pig and bison; the fences again are liable to be broken by elephants and rhinoceros. Climbers and weeds are another cause of trouble and expense whilst erosion by rivers sometimes necessitates the reservation and afforestation of lands near the rivers.

Exploitation.

The fact that the figures in the report under review are for nine months only, makes comparison with previous years difficult, but allowing for the difference in periods it appears that the outturn of timber and fuel and of minor forest produce has been well maintained. It may be noted that whilst under their agreements the Buxa Timber and Trading Company paid no royalty on the timber felled during 1920-21, and Messrs. Andrew Yule and Company paid none on the bamboos extracted by them from the forests in the Chittagong Hill Tracts, royalty will be payable by these companies from the 1st July 1921 and the 1st January 1922, respectively.

In examining the figures of minor forest produce it is to be remembered that this term includes elephants. Excluding the value of elephants, the value of the minor forest produce of the nine months was Rs. 2,97,468 as compared with Rs. 4,13,772 for the previous twelve months. The two most important items are bamboos and *golpatta*. A comparison with last year's figures indicates that the extraction of bamboos is increasing but that the outturn of *golpatta* is less.

The value of the elephants captured in the nine months was Rs. 1,18,612 as compared with Rs. 84,707 of the preceding year. The increase is due to the higher prices realised, as the number of elephants sold was 53 in 1919-20 and 47 in 1920-21. The joint elephant mahal in which the Bhutan Durbar and the Forest Department shared, was more successful than last year, the profits of the Forest Department being Rs. 20,490 as compared with Rs. 2,507 in 1919-20. The mahal was managed by the officers of the Forest Department.

The operations in Cox's Bazar Division were less successful. The elephants captured were sold for Rs. 78,235, but the profit was less than Rs. 10,000. In 1919-20 the figures were Rs. 73,465 and Rs. 21,069. The reasons for this comparative want of success were an unfortunate accident during a drive which compelled Mr. Marchant, the Divisonal Forest Officer in charge of the operations, to go to hospital, and the failure of some of the principal workers in the absence of Mr. Marchant to construct a stockade in the place selected by him, which necessitated further expenditure on another stockade. The incident shows the importance of providing for adequate supervision.

Financial results.

In Chapter III of the report, the Conservator of Forests has given the figures of revenue and expenditure for the nine months of 1920-21 with which the report deals, and for 1919-20. The first impression derived from these figures is that whilst the expenditure of the nine months exceeds that for the whole year, the revenue does not show a like expansion. But apart from the fact that a conclusion drawn from nine months' figures may be considerably affected one way or the other by the figures of the remaining three, His Excellency in Council is inclined to think that there is no ground for pessimism. No decrease in the gross revenue is to be feared, for the revenue derived from timber and other produce removed by Government agency in the nine months almost equals that of the preceding twelve, whilst the revenue from the produce removed by consumers or purchasers in the nine months is more than proportionate. On the expenditure side, a comparative increase in the cost of extraction of produce and of establishment reflects the general rise in wages and salaries. A large part of the increased expenditure, however, is due to more money being spent on productive items such as live-stock, stores, tools and plant, communications and buildings, expenditure on which is essential if the resources of the forests are to be developed, and is all the more necessary because the exigencies of the war prevented adequate expenditure on these items in recent years. An interesting example of this is furnished by the history of plantations. From 1870, when the reservation of forests began, till 1910 the forests were managed on the assumption that nature would replace what man took out. But by 1910 it became only too clear that this was not so, and that valuable timber was being replaced by comparatively worthless trees. The Forest Department devoted its attention to the best way of replacing what was taken out. The cost of plantations rose from Rs. 7,000 in 1913-14 to Rs. 89,000 in 1919-20, but it may now be said that the Forest Department are replacing as much and more than they are taking out, and that the future of the forests is assured. To quote from an interesting note on the finances of the Forest Department written by Mr. Gent, Officiating Conservator of Forests, the rule of thumb in forestry is that of the gross revenue taken from the forest 40 per cent may be regarded as net revenue. The remaining 60 per cent should be spent and put back into the forest in works of development and up-keep. During the war, an excessive percentage was taken as profit; there is therefore no cause for complaint if the profits now fall a little below 40 per cent owing to larger expenditure on restoration and development.

Forest Administration in Madras.

REVIEW ON THE REPORT FOR 1920-21.

The Government have read with interest the Chief Conservator's report on the administrati on of the Forest Department for the nine

months ending 31st March 1921. The period in issue resulted in a net surplus of 11·88 lakhs as against 24·37 lakhs in the preceding twelve months. As Mr. Cox points out in paragraph 30 of his review, comparisons of receipts and expenditure are vitiated by the difference in the period; moreover forest revenues are not realized evenly throughout the year. The most noteworthy variation relates to the Sixth Circle where the gross receipts were over two lakhs less than in the corresponding period of the preceding year in consequence mainly of a fall in the price of timber in South Malabar. It is satisfactory to be informed that this fluctuation was only of a temporary nature. It is ascribed to the fact that the Arab traders who ordinarily purchase teak at Calicut were occupied with other business transactions elsewhere and consequently postponed their usual annual visit to Malabar; when this took place subsequently the price of teak recovered and the stock on hand found purchasers.

The Government are in general agreement with Mr. Cox's appreciation in paragraph 13 of his review of the grave administrative difficulties created by the increasingly antagonistic attitude of the villagers towards the Forest Department. This attitude has been reflected in the discussions of the Legislative Council which have emphasized the need for systematic exposition of the aims and objects of forest conservancy. While forest officers themselves can do much useful work in this direction, the Government rely upon the recently created Standing Committee of the Legislative Council as an agency of special value for the purpose of dispelling popular misconceptions and creating a spirit of co-operation with a department which exists only for the public good but is bound to have regard to the interests not only of the present generation but also of future generations. In no branch of forest administration is co-operation more necessary than in respect of the regulation of grazing, the future of which is intimately connected with the development of forest panchayets. The Government have formulated a tentative policy on Mr. Bles' report and the further consideration of that policy will be one of the first and most important duties of the new Standing Committee.

Progress has been made with the exploitation of the Chenat Nayar forests and with the construction of the Russelkonda sawmill, but neither project has yet reached the stage of showing definite returns of profit. It is understood that the chartered accountants recently deputed by the Government of India to give advice in regard to the method of accounting for these and similar large schemes have made definite recommendations in regard to the form of the accounts which should be maintained and the Government anticipate that in future the Chief Conservator will be in a position as soon as the audited figures are available, to furnish clear information for each such scheme, distinguishing between capital and revenue expenditure and furnishing accurate details of profit and loss.

INDUSTRIES AND COMMERCE.

The Industries Department.

REVIEW ON THE REPORT FOR 1920-21.

[United Provinces.]

During the year 1920-21 which is covered by the report now under review, the difficulties of obtaining machinery, railway transport and coal persisted. In addition, the dramatic rise and fall in the exchange value of the rupee helped further to disturb the normal current of trade which had not yet recovered from the effects of the war. The 100 per cent rise in the exchange value of the rupee led to wild speculation, in the form of orders for foreign goods in quantity out of all proportion to the probable demand on the part of the Indian consumer. The equally dramatic fall of the rupee, which occurred before the bulk of these orders had been delivered or paid for, proved still more upsetting to the trade of the country. In addition to these economic troubles the autumn of 1920 heralded the beginning of an unprecedented trade slump throughout Europe, which still further restricted the European demand for Indian products, raw or manufactured. These various causes, of which perhaps the most important in the United Provinces has been the shortage of railway wagons required for the carriage of both raw materials and finished products, have made the past year one of small prosperity for most industrialists in the province.

There are, however, signs that the trade depression which has prevailed throughout the world for the greater part of the year under review is passing and that, with the deflation of prices and wages, the return of prosperity may be looked for. The great danger for the United Provinces is that the organized unrest of the labouring classes, which is being sedulously fostered by extremist agitators throughout the world and which has caused numerous strikes in Southern India, may spread to this province. So far the United Provinces have been comparatively free, but it is necessary to recognize that we cannot expect to be more fortunate than our neighbours. During the past cold weather the Government of Bombay secured the services and advice of Mr. McLeod, President of the Industrial Court in England and one of the leading authorities on the settlement and prevention of labour troubles. An officer was deputed from the United Provinces to visit Bombay and to study Mr. McLeod's methods. His recommendation that a special Labour Bureau should be started with a Labour Commissioner at its head whose duty would be to deal with

strikes and other labour troubles appears to be premature, so far as the United Provinces are concerned; but the Board of Industries have recently approved the proposal to establish a Conciliation Board to deal with strikes. The Government have agreed to co-operate with the Government of India in carrying out a census of wages drawn by operatives in all the principal industries and in making out a cost of living index, which will show the actual cost of living in the different grades of that class for which is commonly, if inaccurately, reserved the title of "the working classes." These figures will enable the Government and the public at large to form a rapid and fairly accurate opinion in the case of any particular strike whether the strikers are being adequately or inadequately paid.

The Government have revised the constitution of the Board of Industries, the main alteration being the grant of three seats to members of the Legislative Council elected by the non-official members of that body. The Government have further increased the power of the Board by placing at its disposal a suitable sum each year to be expended at the discretion of the Board on assistance to young and struggling industries. The Board is now composed of seven Government officials, a representative of the railway companies and ten non-officials. In the case of the various advisory committees of the Government technical institutions, it has similarly been decided to increase the non-official element and, where possible, to appoint a non-official chairman. The Government recognize that it is only by increasing the responsibility of non-officials that they can justly expect real interest to be awakened. They notice with regret in the Director's report that the advisory bodies of some of these schools appear to have done very little during the past year. More frequent meetings of the committees should be held and more matters pertaining to the schools should be placed before them, in order to create more interest.

The Director in his report has discussed at length the various industries of the province and the steps which he considers necessary to help them. The Government are fully alive to the importance of helping struggling industries, of training up young men in technical schools and of sending promising scholars abroad to learn new industries. An important preliminary step is to obtain an up-to-date survey of the industries of the province. At present we possess nothing later than the survey made by Mr. Chatterjee in 1907. Government have therefore appointed ten divisional superintendents of industries one for each division, whose duty it will be to carry out a complete survey of the industries of the province; to report the difficulties of different industries to the Director and to assist small industries with advice wherever they can. They will work under the immediate supervision of Deputy Director of Industries. If these appointments prove useful, it is intended to make them permanent.

The year under review has not been a profitable one either for the leather industries or the glass industry. The general trade depression affected both. In the case of glass, the local manufacturers

had to content with shortage of wagons for transport both of their coal and of their finished articles. In fact, some furnaces had to be closed down owing to lack of coal. The Director made strong representations to the Coal Transportation Officer on behalf of the glass factories and other factories in the province, but the fact remains that at first there were not enough wagons to transport the coal and then there was not enough coal to satisfy all industrial needs. This shortage has not been confined to India but has been seriously affecting trade in Europe during the past year. It is to be hoped that the Bengal coalfields will find in the near future some means to improve their supplies. This Government brought to the notice of the Government of India the paralyzing effect on trade caused by the shortage of coal. It is, however, possible that good may come out of evil, and that this shortage of coal will accelerate the advent of hydro-electric power stations which will furnish power at far cheaper rates than can be done by coal.

The Director has discussed at length the question of extending the industry of hand-loom weaving and quotes figures to show that there is not enough yarn to give whole-time occupation to an appreciable section of the public. He urges however that there is still room for encouraging hand-loom weaving and spinning as a subsidiary occupation for the families of artizans or cultivators. Efforts have been made by the weaving experts of the industries department to simplify the preliminary processes of weaving, and to ensure quick and uniform hand weaving. An improved machine has been made in the Central Weaving Institute at Benares to weave fancy bordered *saris* and an automatic picking arrangement costing only annas 6 has been invented, to replace the leather picker which used to cost Rs. 3. Efforts also have been made to make a cheap and efficient substitute for the imported shuttle. At present Government have two types of weaving schools, one permanent and the other peripatetic. The advantage claimed for the peripatetic school is that it can visit several places in the year and attract the local weavers who are not prepared to leave their homes and attend a permanent school a long distance away. The disadvantage of the peripatetic school is that it does not stay long enough in one place to train pupils who are not professional weavers. The Government appointed a strong committee under the Registrar of Co-operative Credit Societies, to advise as to the future management of these weaving schools. Their report has recently been received and is under consideration.

The Director mentions in his report various subjects in which other departments, notably the Agricultural and Forest departments, are concerned as closely as his own. The ordinary business man finds it inconvenient when he desires the advice of Government, to be referred from one department to another for information on different points. This question of overlapping was considered by the Industrial Conference of Ministers and Directors of Industries who met at Simla in May last. The solution arrived at by this Government has been to appoint a Development Board, comprising heads of the

various Development departments and the Presidents of the different Development Boards. The work of this Board will be to ensure the harmonious co-operation of the different departments, and to see that the industrialist who desires advice will not be driven from department to department. Several questions raised by the Director in his report have been dealt with by this Development Board and the lines of policy decided.

JUDICIAL

Statistics of Civil Courts for 1920.

REGISTRAR'S REPORT.

[Madras.]

Number of suits.

The total number of suits instituted in the Presidency during 1920 was 496,433 against 511,029 in 1919 and 488,866 in 1918. For the Presidency as a whole, one suit was instituted for every 83 persons of the population against one for every 81 persons in 1919 and the ratio for the Presidency town was the same as last year, *viz.*, one for every 33 persons. In the mufassal, North Malabar was as usual the most litigious district, the institutions representing one suit for every 29 persons, and, apart from the Agency Tracts, Anantapur was the least litigious, not more than one suit being filed for every 222 persons. The largest number of suits instituted in a single district was 46,897 (in Tanjore) but the total for North and South Malabar, which form one Revenue district, exceeded this figure by 17,997. Anantapur contributed the smallest number of suits (4,340).

Leaving out of count the Courts of Chittoor and North Arcot 12 districts showed a decrease and 9 (reckoning Bellary and Anantapur separately) an increase, while Ganjam returned exactly the same number of suits as in the previous year. South Arcot (—7,615), North and South Malabar (— 3, 497 and — 6,496) and Kistna (— 3,003) showed the largest decrease, the decrease of suits before Civil Courts, exclusive of Village Courts, in North Malabar (—7,159) being most noticeable. The principal increases occurred in Coimbatore *cum* Nilgiris (+5,398) and Nellore (+ 5,349).

Nature of suits.

The number of suits instituted for money or movable property was 411,900 or 87·8 per cent of the total as against 87·7 per cent in 1919, when the number of suits of this class was 430,869. The number of suits for immovable property other than mortgage suits was 25,380 against 26,014 in 1919, and the number instituted in revenue courts was 27,112 against 19,744. The number of mortgage suits instituted was 25,144 against 27,578 in the previous year. The number of suits for specific relief was 5,383 in 1919.

Value of suits.

The total value of suits instituted in 1920 in courts other then village and revenue courts and unpaid tribunals was Rs. 12,05,27,395

or Rs. 1,34,72,986 more than in the previous year. The average value of a suit was Rs. 322 against Rs. 271 in 1919 and Rs. 289 in 1918. Apart from revenue courts, 28·32 per cent of the suits instituted were of the value of Rs. 20 and less against 30·51 per cent in the previous year and 65·13 per cent of the suits were between the values of Rs. 20 and Rs. 500. The number of suits above Rs. 500 in value was 29,917 against 28,729 in 1919. The number of suits triable by village courts which were filed before the higher tribunals was 124,731, an increase of 76,386 over the figure in the previous year. This increase is attributable to the raising of the pecuniary jurisdiction of village courts from Rs. 20 to Rs. 50 by the new Village Courts Amendment Act.

Percentage of successful plaintiffs.

Plaintiffs succeeded in obtaining decrees for the whole or part of the relief claimed by them in 76·86 per cent of the suits disposed of during the year, exclusive of suits compromised or disposed of without trial. The percentage in 1919 was 76·77 and the average for the preceding five years 77·47. In 70·61 per cent of contested cases the plaintiffs obtained a decree for the whole or part of the relief prayed for.

Number of appeals.

The total number of appeals preferred in 1920 was 16,577 or 143 less than in the previous year, the average for the five years ending with 1918 being 16,171.

Courts of Original Jurisdiction—Village Courts.

The total number of suits instituted in village courts was 95,214 against 96,124 in 1919 and 107,44 in 1918. There has thus again been less resort to these tribunals and the figure is 31,745 less than the average for the five years ending with 1918 (126,959). On the coming into force of the Madras Village Courts (Amendment) Act, 1919, Bench Courts automatically ceased to exist, and this accounts for the increase in disposals by village munsifs and the fall in disposals by Bench Courts. The new Panchayat Courts did not in most places come into working during the year under report.

Revenue Courts.

The total number of suits filed in revenue courts, other than in Agency Tracts, rose from 19,574 to 26,730 in the year under review. The decrease was most marked in Madura (646); the largest increases occurred in Nellore (6,187) and Trichnopoly (623). The total number of suits disposed of was 22,028 against 22,403 and the arrears rose from 8,167 to 13,404. Nellore (5,60), Ramnad (1,704) and Tinnevelly (1,285) show the heaviest pendency. The average duration of contested suits rose from 264 days in 1919 to 309 days in 1920, and that for uncontested suits rose from 88 days to 92 days.

The average duration of contested suits was highest in Godavari (854 days) and that for uncontested in South Kanara (160 days). In Tanjore and Ramnad contested suits occupied on the average 699 and 473 days, respectively, in disposal. The disposal of contested suits was most prompt in Guntur (26 days), South Arcot (56 days) and Madura (76 days).

The percentage of appeals preferred against the decisions of Revenue Courts to the appealable decrees passed by them rose from 20·53 in 1919 to 21·35. The percentage was highest in Guntur (49·21) and lowest in Trichinopoly (98). The percentage of appeals in which original decrees were confirmed was 50·82 against 40·14 in 1919. Ramnad, which shows 1,505 appeals (41 per cent of the appealable decrees), is the only district, where the number of such appeals exceeds 300.

District Munsiffs' Courts.

In the District Munsiffs' Courts, other than those for the Agency Tracts, 119,550 ordinary suits were instituted or 3,614 less than in the previous year, but 5,003 more than in 1912 which held the record previous to 1919. There was a decrease of 18,718 in the number of small cause suits instituted, the figure being 195,415 against 214,133 in 1919. There was thus a decrease of 22,332 in the total of both classes of suits. Besides the Revenue Officers, who exercised the powers of District Munsifs, the number of District Munsiffs, permanent and temporary, at the end of the year, was 171 against 162 at the end of 1919. The number invested with extended small cause powers (up to Rs. 200) was 29 against 35 in 1919. The numbers of ordinary and small cause suits disposed of were 122,420 and 200,092 against 120,312 and 212,736 in 1919. The average total disposal of each court during the year was 1,882 against 2,070 in 1919 and 1,975 in 1918. Of the ordinary suits disposed of 62,756 were contested against 59,471 in 1919. The arrears of ordinary suits rose from 62,301 at the end of 1919 to 64,061 at the end of the year under review, and that of small causes fell from 22,513 to 19,953. Thus the arrears under both classes of suits fell from 84,814 to 84,014.

The average duration of contested ordinary suits was 328 days against 315 days in 1919; the average duration of uncontested ordinary suits was practically the same as last year (64 against 63 days). The average duration of contested ordinary suits exceeded 250 days in 134 courts against 117 courts in the previous year and 116 in 1918.

The average duration of contested small cause suits was practically the same as in 1919 (85 days against 84). It exceeded 100 days in 39 courts, being highest in the Additional District Munsif's Court of Nellore (1,897 days) but that court disposed of only 15 suits. For uncontested small cause suits, the average duration was 43 days against 42 in the previous year. It exceeded 50 days in 46 courts, being highest in the Additional District Munsif's Court of Gudivada (398 days). The percentage of appeals to appealable decrees passed by the District Munsifs' Courts was 10·63 against 11·09 in the previous year.

The percentage was highest in South Malabar (18·21) and lowest in South Arcot (4·52). The percentage of appeals in which original decrees were confirmed was 58·24 of the number decided against 58·95 in 1919. The percentage was highest in North Arcot (77·27) and lowest in Tinnevelly (43·06).

Special Small Cause Courts.

In the Special Small Cause Courts, 13,602 small cause suits were filed during the year against 14,057 in the previous year. 13,415 suits were disposed of against 14,358 in the previous year, leaving a pendency of 2,156 suits at the end of the year against 1,848 at the end of 1919. The average duration of contested and uncontested small cause suits was 92 and 26 days, respectively, against 100 and 30 days last year.

Subordinate Judges' Courts.

In the Subordinate Judges' Courts, other than those for Agency Tracts, 2,940 ordinary suits and 24,652 small cause suits were instituted during the year against 2,754 and 22,864 in 1919 and the average of 2,212 and 24,345 for the five years ending 1919. The number of ordinary suits disposed of rose from 2,658 to 2,981 and the arrears rose from 3,269 to 3,872 owing to the transfer of suits from other courts and suits re-admitted. The average disposal of ordinary suits in all the Subordinate Judges' courts was a little higher than in 1919 (60.04 against 59). 24,296 small cause suits were disposed of, the pendency at the end of the year being 5,141 against 4,485 at the close of 1919. The average duration of ordinary suits in Subordinate Judges' courts was 503 days against 490 in 1919 in the case of contested suits, and 89 days against 96 in the case of uncontested suits.

The High Court.

In the High Court, the number of suits instituted or received by transfer was 1,006 against 915 in 1919 and 699 in 1918. The number of suits disposed of was 811 against 680 in 1919 and 455 in 1918. The arrears rose from 838 to 1,054, although three Judges sat on the Original Side of the court for 32 days between August and October. The increase in institutions is attributable to the disturbed state of trade and finance and the speculative nature of commercial transactions during the previous three years. The average duration of contested suits was 415 days and of uncontested suits 159 days against 350 and 140 respectively in 1919.

Appellate Courts—District and Subordinate Judges' Courts.

In the District and Subordinate Judges' Courts the number of appeals filed was 13,307 against 13,598 in 1919, the average for the five years ending with 1918 being 12,678. The number of appeals disposed of by Subordinate Judges was 6,482 against 6,118 in the

previous year, and the arrears rose from 3,112 to 3,372. The number of appeals pending for more than six months rose from 1,272 to 1,555 at the end of the year. The average duration of appeals disposed of was 247 days in the case of uncontested appeals and 321 days in the case of contested appeals, the corresponding figures for the previous year being 232 and 337 days, respectively.

The number of appeals from original decrees of the mufassal courts filed in the High Court in 1920 was 363 against 392 in 1919 and 437, the average for the five years ending with 1918. The number disposed of was 395 against 419 in the previous year and the arrears fell from 582 to 550. The number of appeals filed against orders of the mufassal courts was 351 against 383 in the previous year, the average for the preceding five years being 391. Of the total number before the court, 403 were disposed of leaving 251 pending at the end of the year, the corresponding figures for 1919 being 335 and 303. Against decrees passed on the Original Side of the High Court, 108 appeals were filed against 80 in 1919 and 93, the average for the five years 1914 to 1918; 106 were disposed of against 47 in the previous year and the arrears rose from 78 to 80. The increase may be accounted for by the increased disposal on the Original Side of the court. The number of appeals from decrees of the City Civil Court was 58, the figure for the previous year and the average for the preceding five years being 29 and 27, respectively. 33 appeals were disposed of against 18 in 1919, leaving 49 pending at the end of the year against 24 in 1919. The average duration of appeals of the above classes disposed of during the year was 340 days against 424 days in 1919 and 418 days in 1918.

The number of Letters Patent Appeals (other than Original Side Appeals) filed was 22 against 86 in 1919 and 249, the average for the preceding five years. The number disposed of was 36 against 120 in previous year and the arrears fell from 28 to 14.

The number of appeals received against appellate decrees was 2,132 against 1930 in 1919, the average for the five years ending with 1918 being 2,310. The number disposed of was 2,200 against 2,284 in the previous year and the arrears fell from 1,775 to 1,707. The number of appeals filed against appellate orders was 184 against 209 in the previous year and 133, the average for the preceding five years. The number disposed of was 147 against 122 in the previous year and the arrears rose from 188 to 225. The average duration of the Second Appeals disposed of was 881 days against 449 days in 1919 and 443 days in 1918. The very heavy duration of Second Appeals is largely due to the disposal of 86 Second Appeals of 1902, and 88 Second Appeals of 1903, remanded by the Privy Council in 1917 and which were disposed of in six batches.

The percentage of appeals dismissed was as follows:—First Appeals from District Courts 57·50, from the City Civil Court 84·38 and from Subordinate Judges' Courts 59·95; Original Side Appeals 67·92, appeals against Appellate decisions 78·10 and Letters Patent Appeals 72·22.

Processes.

In the mufassal courts other than village courts 3,209,450 processes were executed, of which 320,219 were executed by amins and the remainder by peons giving an average of 159 for each amin and 400 for each peon against 185 and 460 in 1919. The receipts from the execution of processes were Rs. 21,82,899 and the charges Rs. 18,06,420 leaving a surplus of Rs. 3,76,479.

The experiment of serving processes through process-servers supplied with cycles has been tried in the Salem district, but trouble with the process establishment and plague made it difficult to give the experiment a thorough trial, and it has been directed to continue till the end of 1921.

The experiment first introduced in 1917 and now extended to all districts of supplying process-servers with apparatus for taking the thumb impressions of illiterate persons in token of the receipt of a process has been introduced in so far as funds have permitted, and is reported to have worked well, and though it is at present premature to pronounce definitely on the success or failure of the new system, it may be noted that there are no adverse reports. In North Arcot, Kurnool and Tinnevelly the apparatus has not yet been purchased; hence the system has not been introduced in these districts.

Shorthand-writers.

The system of permitting selected District Munsiffs of the first and second grades to dictate judgments in open court to shorthand writers is reported to have worked satisfactorily. Government has recently been pleased to extend this system and to permit selected District Munsiffs of seven years' standing to receive such powers.

MISCELLANEOUS.

Baroda Administration Report for 1919-20.

A NEW ADMINISTRATIVE EXPERIMENT.

Bandobasti Branch.

This office was started in July 1919, as a result of the amendment of the Local Police Act and Criminal Procedure Code.

It has come to the notice of Government so far back as 1916, that while the Magistrates were subordinated to the Varisht Court in respect of their judicial functions, there was obviously no authority that could properly be held accountable for the control of their purely executive duties. This defect it was proposed to remedy by investing the Sar Suba with the powers of the Commissioner in British India under the Bombay District Police Act (Sections 13, 17, 18 and 19). Accordingly, the Local Police Nibandh was amended and in consequence the Sar Suba now possesses the powers of general supervision and control over the Bandobasti Magistrates in respect of the administration of Police and Criminal Justice.

In the Petlad Sub-Division, a gang of out-laws was perpetrating armed dacoities, and the situation thus created required stern handling. Accordingly, military assistance was applied for, and secured, and normal conditions soon restored. In the City of Baroda, there was similarly an abnormal increase of thefts for sometime and stringent measures had to be adopted.

The consideration which led to the Sar Suba being invested with powers under the Police Act, induced Government to empower him further with appellate and revisional jurisdiction in respect of security cases for bad livelihood under the Criminal Procedure Code which are so useful for the prevention of crime and maintenance of order. The power to hear appeals in security cases against the orders of convictions recorded by Subordinate Magistrates was temporarily withdrawn from the Sessions Judges, but was restored to them after mature consideration. The power to revise such orders, however, which formerly vested in the Varisht Court was transferred to the Sar Suba, and the District Magistrates respectively, according as the order appealed against was passed by a District Magistrate or a Subordinate Magistrate.

From their very nature, it will be seen, these powers are of a strictly limited character. During the year under report there were no appeals filed before the Sar Suba, nor were there any revisional applications. The Sar Suba, however, of his own motion took 5 cases in revision, out of which, in one case only the order of the Lower Court was disturbed. One case was referred to the Varisht Court, as the Sar Suba had no power to deal with it himself.

MEDICAL

Civil Hospitals and Dispensaries.

Surgeon-General's Report for 1920.

Madras.

Number of institutions.—At the beginning of the year there were 730 institutions. Thirty-three more were opened during the year of which 8 were transfers from one class to another. Of these latter 5 were Headquarter Hospitals at Nellore, Salem, Trichinopoly, Calicut and Ootacamund taken over by Government. Twenty-six institutions were closed during the year of which 8 were the transfers abovementioned. Thus there were 737 institutions open at the end of the year.

State-special and railway dispensaries.—There were 55 State-special institutions and 47 railway dispensaries at the beginning of the year. A Police Hospital at Kamudi (Ramnad), one for Forests and Surveys in Kurnool and a Dispensary for the Engineering College, Guindy, were opened, 11 Police Hospitals were closed and amalgamated with various Headquarter Hospitals and the Dispensary attached to the Forest and Agricultural Colleges, Coimbatore, was converted into a State-public dispensary during the year. So, at the end of the year, the State-special institutions numbered 46. The railway dispensaries remained the same. In these institutions 8,682 in-patients with 45 deaths and 283,324 out-patients were treated as against 9,949 in-patients with 60 deaths and 275,585 out-patients treated during the previous year. The number of operations returned by these institutions was 457 on in-patients with five deaths and 4,323 on out-patients as compared with 539 in-patient operations with one death and 4,361 on out-patients returned in the previous year. The decrease in the figures is due to the decrease in the number of these institutions. The diseases among in-patients were chiefly malaria, of the digestive system, of the skin, of the respiratory system, injuries, rheumatic, fever and rheumatism and infective diseases. Among out-patients, the diseases most prevalent were diseases of the digestive system, of the respiratory system, malaria, injuries, ulcers, all other general diseases, diseases of the connective tissues, diseases of the eye, pyrexia of uncertain origin, rheumatic fever and rheumatism.

Private non-aided institutions.—There were 50 of these open at the beginning of the year, five were opened and one was closed during the year leaving 54 open at the close. In these hospitals, 14,148 in-patients and 357,877 out-patients were treated as compared with

15,985 in-patients and 361,384 out-patients treated last year. Two thousand and eighty deliveries with 64 deaths were also conducted against 2,468 with 81 deaths returned in the previous year.

State-public, Local Fund and Private-aided Institutions.—These were 578 at the beginning of the year, 25 were opened and 13 were closed, leaving 590 open at the end of the year. Seven millions, seven hundred and ninety-eight thousand, four hundred, and seventy-two patients were treated in these institutions as compared with 7,543,567 treated in the previous year, showing an increase of 254,905. Further details of these patients appear in the paragraphs below.

In-patients.—The number of beds available for in-patients was 4,110 for men and 3,250 for women, *i.e.*, 180 beds more for men, and 180 more for women, than in the previous year. The number of patients treated was 125,910 showing an increase of 1,859 over the figure of the preceding year. Of these 75,296 were cured, 24,602 relieved, 15,679 were discharged otherwise and 6,275 died showing a death rate of 4·98 as against 5·66 in the previous year.

Out-patients.—Seven millions, six hundred and seventy-two thousand, five hundred, and sixty-two, against 7,419,516 in the previous year, were treated showing an increase of 253,046. The daily average was 41,198·09 as against 46,540·81 showing a decrease of about one-ninth of the last year's figure. The decrease in the daily average only means that the average duration of stay of each patient in the hospital has become less. If the patients admitted are quickly cured and sent home, to make room for new patients coming in, the total number of patients will increase and the daily average may become less. If patients stay on in the hospital for months and months, the daily average may not be affected. The number of patients represented by friends remains practically the same being 362,292 against 362,491 in the preceding year.

Diseases treated.—Of the total number of in-patients treated, 10,193 were treated for injuries, 9,823 for diseases of the digestive system, 7,382 for diseases of the eye, 7,029 for malaria and 4,985 for all other general diseases. The diseases in the order of their greatest prevalence for which out-patients were treated were diseases of the digestive system, of the skin, of the eye, of the ear, of the respiratory system, all other general diseases, injuries, malaria and rheumatic fever and rheumatism.

Classes and sexes.—Of the total number of patients treated, Hindus formed 5,878,796, Mohamedans 956,848, Europeans and Anglo-Indians 63,259, and others 899,569, as compared with 5,654,046; 930,010; 68,665 and 890,846, respectively, in the preceding year. The figures show an increase in all the classes except Europeans and Anglo-Indians which shows a decrease of 5,406. The sex distribution of the patients treated was adult males 3,971,498, adult females 1,765,522, male children 1,153,929, female children 907,523 as against 3,901,742; 1,691,478; 1,102,999 and 847,348 showing an increase in all the sexes treated.

Finance—Receipts—The year 1920 opened with a cash balance of Rs. 17,546 as against Rs. 31,713 in the previous year. Under

Receipts Government contributed Rs. 25,82,064 as compared with Rs. 18,20,214 in the preceding year. Under Local Fund contributions there was an increase of Rs. 1,03,085 and an increase of Rs. 53,765 under Receipts—Miscellaneous. There was a decrease of Rs. 2,495 under public subscriptions and the amount realized from the interest on investments showed a fall of Rs. 10,817. The total receipts during the year under report amounted to Rs. 52,47,936 as compared with Rs. 43,55,526 showing an increase of nearly 9 lakhs of rupees of which Government alone contributed more than 7 lakhs.

Expenditure.—The total expenditure during the year amounted to Rs. 52,28,254 as against Rs. 43,37,980 in the preceding year. The increase occurred under all heads of expenditure. Thus Rs. 1,20,050 more were spent for the salary of medical officers, Rs. 54,804 more for nurses and Rs. 1,16,103 more for inferior servants. Rs. 1,94,030, Rs. 1,74,058, Rs. 1,58,400 and Rs. 73,710 more were spent for medicines, diet, miscellaneous charges and buildings, respectively. The closing balance was Rs. 19,682.

Small-pox.—The vaccinal condition was noted in 152 patients treated for small-pox in various districts. Ninety-two had been vaccinated, 3 re-vaccinated, 4 had previous attacks of small-pox and 53 were unprotected. The death-rate among the latter was 26·4 per cent and among the former 9·9 per cent.

Midwives.—Fourty-one thousand, four hundred, and two labour cases were conducted during the year by 628 midwives employed under the Local Boards and Municipalities.

POLICE.

Police Administration in Madras.

REVIEW ON THE REPORT FOR 1920.

The Government have read with interest the report of the Administration of the Police Department for the year 1920, which again shows a record of strenuous and useful work under conditions that on the whole have not tended to become any easier in spite of the natural adjustment of wages to prices and a less abnormal economic situation. The increase in political agitation was marked and contributed in no small degree to the difficulties under which the force had to work.

Recruitment.—The Government are glad to note the improvement in recruitment during the year, which was no doubt mainly the result of the temporary improvements in pay approved in G. O. No. 700, dated 2nd August 1920. The permanent revision of salaries sanctioned in G. O. No. 679—Judicial, dated 28th March 1921, will, it is hoped, make recruitment easier in future and also attract a better type of man than has been the case during the last few years.

Since the issue of this Government Order it has been decided gradually to abolish the 15 per cent vacancy reserve; and also to drop the Nayak scheme, in spite of the not unsuccessful working of that experiment in the Coimbatore district, on the ground that the more favourable rates of pay will to a large extent remove the reasons for which it was initiated.

The Inspector-General's remarks regarding the proposal to extend the jurisdiction of the City Police to the suburban area in the Chingleput district are noted and will receive further consideration.

Health of the force.—The improvement in this respect is gratifying. The subject is closely connected with the housing problem, the importance of which is fully realized by the Government. They hope that the financial difficulties which have hitherto stood in the way of rapid progress will prove capable of solution.

Punishments.—The statistics are interesting as showing the disastrous result of abolishing circle inspectors in certain districts. The Government consider that the permission recently given to inspectors and sub-inspectors to grant leave to their subordinates within certain limits is a step in the right direction likely to reduce the number of punishments for absence without leave.

Rewards.—The Government agree with the Inspector-General as to the importance of continuing the policy of rewards. Great care is necessary, however, in the selection of deserving cases. The work to be rewarded should be judged on its own merits and not with sole reference to successful results.

Training school.—The work of the Police Training School at Vellore was satisfactory. The Government, however, regret that the results in the "First Aid" examinations were poor and as pointed out last year they consider that further efforts to secure improvement in this respect should be made.

The creation of the Shorthand Bureau was clearly opportune. The Government recognize the value of the work done by this staff and have recently deputed more sub-inspectors for training in Urdu shorthand at Lucknow.

Village police.—The Government are particularly glad to hear of the increased co-operation between the village staff and the regular police. The importance of such co-operation cannot be over-estimated and it is a matter in which the District Magistrates can and should render every possible assistance to the Police Department. The attention of District Magistrates is again invited to the necessity for providing adequate accommodation for ghat talaiyaris.

Reserves.—The Government recognize the valuable work done in keeping the reserves up-to-strength and efficient. As regards the Inspector-General's proposal that in certain cases he should be allowed to sanction advances for the purchase of foodstuffs, the Government are disposed to consider that the object in view would be better met by the establishment of co-operative societies amongst the men.

Railway police.—The epidemic of train wrecking which culminated in the Arkonam derailment in October 1920 was a remarkable feature of the year. The Government await proposals from the Inspector-General regarding the arming of a proportion of the Railway police.

Statistics of crime.—The general decrease in crime was striking and, apart from the economic cause, is legitimate matter for congratulation. The Government have already expressed their appreciation of the work done by the City Police during the labour unrest in Madras last December, as also by those concerned in the Perungamanallur riot case and the successful operations against the Chenchus. These were all creditable pieces of work.

Detection.—The need for improving the type of sub-inspector and inspector is apparent and the Government are glad to see that the Inspector-General is doing his utmost to bring about improvement on these lines.

Prosecutions.—The pressing need of more systematic arrangements for the trial of police cases in the courts of the subordinate magistracy is once more brought to the notice of District Magistrates, whose particular attention will be invited to the Nellore plan cited in paragraph 27 of the report.

Habitual criminals.—The year contained more than one example of good work in this direction. The steps taken for the reformation of the Kallars in Madura have hitherto produced satisfactory results and the Government trust that by continued effort on the same lines these results may be made permanent.

RAILWAYS.

Indian Railway Committee.

THE FOLLOWING IS A SUMMARY OF THE INDIAN RAILWAY COMMITTEE'S REPORT.

The Committee showed by extensive quotations from evidence that the existing Indian Railway system is entirely inadequate to meet the needs of the country, and that there is urgent need of drastic measures of reform and reconstruction. They consider the defects are due primarily to the failure of Government to provide adequate funds, both for capital works and renewals, and are the inevitable results of a paralysing system, which has not been developed to meet the requirements of great commercial enterprise. Stress is laid on the fact that railway investment is indirectly profitable and also indirectly of benefit to the country. The subordinate position of railway administration is not in accordance with its financial importance. The Member of the Council for Commerce, with his present multifarious duties, cannot adequately attend to railways, with the result that the Railway Board is in the position of a step-child. It is overloaded with routine, trammelled by unnecessary restrictions and does not exercise necessary powers in matters of policy, as at present organised. It cannot possess the necessary local knowledge and does not enjoy public confidence. Engineering inspection is overdone. Greater provision for the inspection of traffic is especially needed. Accounts and statistics are in need of radical reform.

RAILWAY BUDGET.

Railway relations with the public are unsatisfactory, and a greater control of rates and fares is necessary. The provision in the Railways Act for commissions is unsuitable. Delays in settling claims are serious. Bribery in connection with wagon allotments has grown into a system of organised blackmail. Third class passengers' grievances require particular attention. The addition to the Governor-General's Council of a Member for Communications, responsible for Railways, Ports, Inland Navigation, Road Transport, so far as it is a central subject, and the Post and Telegraphs Member, must be experienced administrators but not necessarily technical experts. The Railway Board should be replaced by a Railway Commission with a technical railway man as Chief Commissioner, responsible under the Member of Council for arriving at decisions on

technical questions and advising the Member on matters of railway policy and having the status of a Secretary to Government. He should be assisted by four Commissioners, one Financial Commissioner, as Second in Command at headquarters and in charge of Finance, Statistics, Secretariat and establishment and three Railway Commissioners in charge, respectively, of Western, Eastern, and Southern territorial divisions. The Divisional Commissioners are to be nominally engaged at headquarters, but to devote a substantial portion of their time to personal visits to their divisions. The technical staff at headquarters are to be strengthened, especially on the traffic side and to comprise of six Directors in charge respectively, of Accounts, Civil Engineering, Mechanical Engineering, Traffic Operating, Traffic Commerce and Ports, Inland Navigation and Road Transport. The Finance Department is to cease to control the internal finance of railways. The railway budget is to be separate and presented to the Legislative Assembly by the Member in charge of Communications. The Railway Department is to be responsible for earning and expending its own income and after providing such net revenue as may be required to meet interest on railway debt, to regulate the disposal of balance, being left free to devote it to new capital purposes, to reserves, or improvement of services, subject to independent audit by the Government of India.

Account Staff.

The Railway Department is to employ its own accounting staff. The present form of accounts and statistics is to be remodelled with expert assistance. The number of Engineering Inspectors is to be reduced to three, and additional Inspectors of Traffic are to be appointed. The reconstituted Railway Department is to be relieved from control by the India Office and the Government of India, except on large questions of finance and general policy. It should delegate increased powers of day-to-day management to the Railway administrations, but, on the other hand, should be given greater powers in matters, such as initiation and enforcement of reforms and some control over the appointment of principal officers and to give the Indian public a voice in railway management.

The Committee recommend the establishment as soon as possible of the central and a number of local Advisory Councils, the former under the chairmanship of the Member for Communications, to consist of not more than 25 members, three or four representing the departments of the Government concerned, eight or nine to be nominated by the Trade and Industrial Associations and a similar number to represent Agricultural interest and the Travelling public to be nominated by the Provincial Legislative Councils. The local advisory Councils are to be about half the size of the Central and similar in construction, meeting either at the headquarters of each railway, with the Agent as Chairman, at each important railway centre, the Agents of the railways concerned being members and one of them Chairman.

RATES TRIBUNAL.

A Rates Tribunal with an experienced lawyer as Chairman and one railway and one commercial member should be established with jurisdiction over all questions of reasonableness of rates and facilities. The Tribunal should investigate the conditions attached to owners and railway risks notes and frame standard forms in certain circumstances and appeal against the decision of the Rates Tribunal should lie with the Governor-General in Council. Delays in settling claims should be reduced to the utmost possible extent. Efforts should be made to stamp out serious and widespread abuses connected with the allocation of waggons and also to minimise the inconveniences of lower class passengers by loan of stock from one railway to another, when required by enforcing cleanliness and provision of drinking water and by extended employment of passenger Superintendents. The Committee consider a general and substantial increase in rates and fares overdue, and recommend such increase as the present surtax on railway traffic, which is bad in principle, being withdrawn. Greater facilities are necessary for training Indians for superior posts, and the process of their employment should be accelerated. The branch lines should be as far as possible constructed and worked by main lines, and separate branch line companies should be encouraged only in cases where the State is unable or unwilling to provide funds. When financial conditions permit of railway developments the Indian States should be called into the Council and invited to take part in working out a common scheme of development of communications to inquire into alleged unfair railway competition with inland weterways. The investigation of the gauge question by an expert Commission is recommended. Mr. Burt dissents from this.

HOME BOARDS.

The Committee are unanimous in advising that the system of management by guaranteed Companies of English domicile should not be continued after the termination of their present contracts and that management by a combination of English and Indian domiciled Companies is impracticable, but they are divided as to the relative merits of management by State and by Indian domiciled companies. The Chairman, Messrs. Sastri, Hailey, Purushotham Das and Tuke are in favour of direct State management, provided the Committee's recommendations for financial and administrative reforms are substantially adopted. They are opposed to Indian domiciled companies, mainly on the broad ground that as a matter of practical politics companies of substantial independence cannot be formed in India to work State-owned lines and that without such independence the advantages claimed for private enterprise are lost. They recommend accordingly that as and when English Guaranteed Companies contracts fall in the undertakings should be managed directly by the State.

All future capital should be raised directly by the Central Government. The funds required to put existing railways into proper

shape should be raised even at to-day's prices as fast as they can be economically spent. The immediate raisings of capital for extensions is not recommended. Government borrowing should be by ordinary sterling loans in England and rupee loans earmarked for railway purposes in India. A system of organization should be established to familiarise Indians with idea of subscribing to Government loans, and especially interest the masses of the people, not hitherto accustomed to investment.

PART IV.—Miscellaneous.

The Benares Hindu University.

H. H. THE CHANCELLOR'S SPEECH AT THE CONVOCATION MEETING IN DECEMBER 1921.

Before calling upon the Vice-Chancellor to deliver the Annual Address to this Convocation, I desire to express the great pleasure it gives me to revisit this University after a period of three years. I notice with deep satisfaction the remarkable expansion which the University has undergone in every direction, in the teaching staff and organisation in the College buildings and hostels, indeed in all the moral and material resources of a great modern University. I congratulate the University on the formation of an Officers' Training Corps, the sanction for which was announced by His Excellency the Viceroy in the sympathetic and inspiring speech which he made here a few days ago. I feel that we may rest assured that our University will find in him a true friend and well-wisher. The historic ceremony which you witnessed yesterday marks, as it were, the admission of the University of Benares to the franchise of the Commonwealth of Learning, and the recognition of her claims to be the spokesman of a whole people's cultural tradition. Her new responsibility demands that the University should make a searching examination of her programme, her resources to work out that programme and her present situation in the Indian academic world. Such an enquiry may immensely strengthen the position of the University. It may bring increased financial support from the public, by reviving zeal and confidence, and rousing the imagination of the country at a time of great distraction, doubt and difficulty.

The situation to-day may be described as follows: the movement for residential teaching Universities has entered on a new phase in this country. The day of the smaller Universities is come, and some of the larger centralised Universities may even break up into more local institutions for the purpose of what may be termed an intensive culture. In the United Provinces, for example, there will be four or even more Universities, besides one or two Technological Institutes, which will carry on Chemical and Industrial research of an advanced character.

This University is a novel experiment in educational reconstruction. It seeks to conserve the vital and essential elements of

Hindu learning and civilisation, to adapt them to modern conditions and to make such enduring contributions to the solution of the world's problems and difficulties, as India is fitted to make by her long experience and history.

The time has now come to ask how the Hindu University is equipping herself for her special mission A clear vision of the Genius of India, of the soul of the people, must be her inspiration. Has the University gathered, at this historic centre, a band of teachers, preceptors, acharyas, and provided herself with the most up-to-date machinery in order to turn out nothing higher than the standardised B.A.'s and M.A.'s of the approved pattern? The answer is surely 'No'. True, there is the Oriental Department, and even a College of Theology, but what we must ask ourselves is how far our regular curricula and schemes of examination and the ideals of personal and s cial relationship, which the studen's of this University imbibe from the atmosphere of its halls and hostels, will foster and enliven all that is really inspiring in the Indian outlook upon life. Nor must a Hindu University, in its Oriental Department, forget at the present day to welcome into the bosom of the Indian family the Buddhist Pali and the Jaina Prakrit literature. Benares must also endeavour to build up Indian schools of Tibetan, Chinese and Central Asian languages, which may serve to recover the vanished treasures of ancient and mediæval India. This is a pious duty which Benares cannot neglect.

Equally insistent is another factor, that struggle for existence, that challenge of the modern world which a Hindu University must face, and face with sincerity and courage. The University has begun, and begun wisely with Faculties in Mechanical and Electrical Engineering, for, after all, industrial power, by which I mean not only machinery but also cheap hand-power is essential to the rebuilding of a same and healthy life for the Indian people to-day. But we must not forget the masses in our Indian villages living by agriculture; the tillage of the soil, no less than the cultivation of mental and moral resources, must be given a prominent place in the organisation of a Hindu University reflecting the form and impress of Indian life and surroundings. The Agricultural Department will not, therefore, come a day too soon.

A Hindu University must prove itself equal to one more crucial test. The foundations of the old order, like the very foundations of the deep, are being broken up to-day, all over the world. Revolutionary doctrines, economic, social, political, educational are being spread everywhere under a hundred different guises and names and under a hundred banners. Everywhere there is spreading an undercurrent of revolt against order, progress and reform. The old hope and faith, the old wisdom and charity, are being forsaken and forsworn. This is the great agony to-day, the agony of the world. It is for Hindu Culture to try and root out the seeds of disorder. It was here at Benares that the Buddha preached his first sermon and set in motion the wheel of the Perfect Law. Here Shankara, Ramanuja,

Kabir, brought deliverance to mankind in new and untried ways. India, the land which has preached and practised ahimsa, the land which has through the ages meditated on Maitri and uttered the great benediction Shanti, has India no message to the world? May we not look to the graduates of this University to go out into the world of humanity to endeavour by precept and example to raise the standard of morality and good citizenship?

Such are some of the problems which confront a Hindu University at Benares, and they cannot be solved without careful thought and deliberation. But, if our University is to achieve anything in this direction, it is imperative that her finances should be placed on sound basis. Without this, nothing great or durable can be done or even attempted. If the University is setting out on a great campaign, she must have not only money, the indispensable sinews of war, she must also husband her resources and beware of speculative schemes and barren or illusory projects.

Our urgent need of more funds has been and is being pressed forward in a campaign that knows no flagging and no reverse or retreat, thanks to the flaming zeal and persuasive eloquence of Pandit Madan Mohan Malaviya, who has indeed been the life and soul of this University ever since its inception, and has rendered invaluable service as its Vice-Chancellor. Equally important with the quest of money are the upholding of a pure ideal of the Sanatana Dharma, the core and essence of Hindu Culture, and the wide dissemination of right ideas as to the meaning and substance of that Dharma. Indeed, there can be no true Hindu University without such a movement of illumination, purification and revival. In this cause, signal service has been rendered to this University and to the promotion of constructive national education, which it represents by Mrs. Annie Besant, the Founder of the Central Hindu College, and by the Maharaja of Durbhanga, one of our most munificent benefactors, and it is only right and proper that this University should express its grateful appreciation of their great services by conferring on them its highest degree *honoris causa*.

Our Hindu University cannot survive unless she contributes to the reconstruction of life and social order in the India of to-day; she must quicken what is inert, illumine what is dark, rejuvenate what is old and withered. And even as the Eternal city, in which she has her home, is to the pious Hindu the meeting-place of the Earth and Heaven, so must the University of Benares stand as the bridge between Past and Present, between Old and New, and with the Holy River at her side, link the India of the Vedic times with the India of the morrow that is to be.

WD—1450—GPB—750—21-2-1922

PART I.—Orders of Government (Mysore).

FINANCIAL.

State's Finances.

APPOINTMENT OF A SPECIAL COMMITTEE.

The budget estimates of receipts and expenditure of the State for the current year show a small surplus of Rs. 64,000 in the revenue account, but according to the latest available information the year is expected to close with a heavy deficit owing to the receipts under some revenue heads falling short of expectations and to certain unavoidable items of revenue expenditure in excess of budget provision. The position is not likely to improve during the next and succeeding years and the need has arisen for adopting urgent measures for the improvement of the budget position and the avoidance of deficit.

The Government have recently effected material reductions under estblishment charges in certain departments and the proposals for retrenchment of expenditure made by non-official members of the Finance Committe appointed under Government Order No. Fl.C. 1-50, dated the 8th October 1919, have also been duly examined and given effect to wherever found possible.

The measures already adopted are, however, not adequate to secure the end in view, and when the general budget position was considered by the Finance Committee at its last meeting, Rajasabhabhushana Dewan Bahadur K. P. Puttanna Chetty, C.I.E., suggested the appointment of a Commission consisting of one or two officials and five or six non-officials with a Member of Council as Chairman, with definite instructions to investigate the working of each department, sitting from day to day, and suggest measures for improvement of revenue and reduction of expenditure so as to restore financial equilibrium. Although the Committee did not arrive at any unanimous conclusion in regard to the constitution and scope of such a Commission, the general sense of the non-official members was in favour of instituting an independent and close enquiry into the financial position of the State by a competent body specially appointed for the purpose.

The Government recognise that the Finance Committee as at present constituted and with the limitations under which it has to work cannot be expected to undertake the detailed and continuous

investigation of the finances which the present situation demands. At the same time they are of opinion that such investigation should be undertaken in close association with responsible non-official leaders of public opinion. They are accordingly pleased to appoint a Special Committee for scrutinising the financial position of the State, constituted as follows:—

Chairman.

Rajasabhabhushana Diwan Bahadur K. P. Puttanna Chetty, C.I.E., Retired Member of Council, Bangalore.

Official members.

(i) Mr. C. S. Balasundaram Iyer, B.A., Inspector-General of Education in Mysore.

(ii) Mr. M. N. Krishna Rao, B.A., Financial Secretary to Government.

Non-Official members.

(i) Rao Bhadur M. C. Ranga Iyengar. B.A., Member of the Legislative Council, Mysore.

(ii) Rao Saheb H. Chennaiya, Member of the Legislative Council, Bangalore.

(iii) Mr. Mahomed Abbas Khan, Member of the Representative Assembly and the Legislative Council, Bangalore.

(iv) Mr. S. R. Balakrishna Rao, B.A., LL.B., Advocate, Shimoga.

Secretary.

Mr. B. Srinivasa Iyengar, B.A., B.L., Senior Assistant Commissioner.

The work of the Special Committee will be mainly as follows:—

(*a*) Reviewing the State's finances for the past five years with a view to ascertain the causes of the deficit in the revenue position;

(*b*) Formulating proposals for wiping out the deficit and restoring financial equilibrium

(i by retrenchment and economy of expenditure without impairing the efficiency of essential services, and

(ii) by improvement of revenue and resources, including enhanced additional taxation, if found unavoidable;

(*c*) Preparing a forecast of revenue and expenditure for the next three years so as to result in a balanced budget after providing for the necessary financial reserves, such as, Famine Reserve and Sinking Funds for loans, as well as for renewals and replacements of the State Railways;

(*d*) Preparing a forecast of capital demands under all heads for the next three years with reference to the resources (including loans) that may be counted upon;

(*e*) Examining past policy in regard to Public Debt Investments and Ways and Means operations including the utilisation of Reserve

and Depreciation Funds, and suggesting changes if considered necessary.

The Special Committee will be authorised to summon and examine Heads of Departments, Secretaries to Government and officers of the lower rank and will be entitled to be promptly furnished with all necessary information as to the working of every department of the administration and the finances of the State in general. The Committee may also in special cases summon and examine non-official witnesses who may be considered to be competent to give useful and constructive suggestions in regard to particular subjects. It will be competent to the Committee to make recommendations as to all matters affecting public expenditure and revenue.

The sittings of the Committee will be held at Bangalore and will not be open to the public.

The Committee is requested to commence its work forthwith, sit from day to day and submit its final report to Government as early as practicable. The Government specially desire that an *ad interim* report containing recommendations relative to the budget of the next official year may, if possible, be sent up by the beginning of April next.

(G. O. No. 4899-4958—C. B. 171-21-1, dated 3rd February 1922.)

State Provident Fund for 1920-21.

Report of work.

Number of subscribers.—The number of subscribers at the commencement of the year was 2,714. During the year under report, 117 new subscribers were enrolled and 146 subscribers discontinued. There were at the close of the year 2,685 subscribers, of whom 13 are compulsory subscribers. It is probable that there would have been more subscribers but for the grant of concession to Government employees to invest in the Mysore State Loans under the Advance Scheme.

Receipts.—The amount subscribed during the year was Rs. 1,06,914-13-0 as against Rs. 94,711-13-10 in the year previous, thus showing an increase of Rs. 12,202-15-2.

Temporary advances.—Temporary advances were granted to 270 subscribers, the amount advanced in the year being Rs. 26,405. The amount of advances recovered during the year was Rs. 19,870-5-4 as against Rs. 15,111-9-4 during the previous year.

Withdrawals.—There were 146 cases of withdrawals from the Fund during the year, of which 82 were due to retirements, 41 to deaths, 14 to dismissals, 8 to resignations and 1 to the subscriber having joined the Railway Department. The amount thus withdrawn aggregated Rs. 43,196-2-1.

There were 83 cases of transfer of amounts from the State Provident Fund to the 6½% State Loan and the amount thus transferred

aggregated Rs. 64,053. Government having permitted officers investing in the 6¼% State Loan under the Advance Scheme to stop subscribing to the State Provident Fund during the period of recovery of the advance, 12 officers availed themselves of this concession.

The financial position of the fund on 30th June 1921 was as follows :—

	Rs.	a.	p.
Opening Balance on the 1st July 1920 ..	3,88,882	7	6
Subscriptions during the year	1,06,914	13	0
Repayments of temporary advances	19,870	5	4
Total	5,15,667	9	10
Withdrawals during the year	1,33,654	2	1
Permanent	43,196	2	1
Temporary advance	26,405	0	0
Transferred to State Loan	64,053	0	0
... ..			
Balance	3,82,013	7	9
Interest credited during the year	18,875	14	11
Closing Balance on 30th June 1921	4,00,889,	6	8

Nominations.—During the year under report there were 58 nominations. There are still 1,752 cases, where no nominations have been made. The parties will be written to as usual.

Government Savings Banks.

REVIEW ON THE ANNUAL REPORT FOR 1920-21.

The total amount at the credit of depositors on 30th June 1921 was Rs. 77½ lakhs as against Rs. 93½ lakhs on 30th June 1920. About Rs. 11 lakhs of Savings Banks balances were invested in the 6¼ per cent loan raised in the year and making allowance for this transfer, the amount in deposit at the close of 1920-21 shows a decrease of about Rs. 5 lakhs compared with the balance at the beginning of the year. The decrease is due to better paying investments in Government loans which appeal to the richer class of depositors. For persons whose savings are not large, the Banks continue to be the best place for keeping them and this is shown by the increase of 1,480 in the total number of accounts, both current and dead, on 30th June 1921 as compared with the previous year. The average balance at the credit of depositors fell from Rs. 251 in the previous year to Rs. 200 in 1920-21.

The Comptroller has again brought to notice that many of the annual returns were not received in time and that some of them were incomplete and carelessly prepared. The Revenue Commissioner's attention is invited to Statement I, appended to the Comptroller's

Report, and he is requested to take action for ensuring the punctual submission of correctly prepared returns in future.

The Village Savings Banks and the Savings Associations did not make any noticeable progress; the scheme of Collecting Savings Banks, however, showed fairly satisfactory results in the year under review.

(*G. O. No. Fl. 4126-75—G. F. 88-21-2, dated 20th February 1922.*)

REVENUE.

Village Common Fund.

GOVERNMENT REVIEW ON THE STATISTICS OF COLLECTION AND EXPENDITURE.

The attention of Government has been drawn during the discussions at the last meetings of the Economic Development Board and of the Representative Assembly to the non-utilization of the contributions even for defined objects paid years ago to the Village Common Fund.

The statement hereunder shows the amount collected and expended and the balance left under the fund in the several taluks since the inception of the scheme.

District	Receipt			Expenditure			Balance		
	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.
Bangalore ...	3,293	8	0				3,203	8	0
Kolar ...	8,816	1	11	2,289	10	7	6,526	7	4
Tumkur ..	28,509	3	0	1,481	5	0	27,027	14	0
Mysore ...	34,422	2	10	4,630	5	4	92,791	12	6
Hassan ...	9,780	3	1	2,758	11	1	7,021	8	0
Shimoga ...	20,167	5	1	8,393	14	6	11,773	6	7
Kadur ...	1,650	14	3	15	0	0	1,635	14	3
Chitaldrug ...	21,869	4	1	3,761	1	2	18,108	2	11
Total ...	1,28,508	10	3	23,330	0	8	1,05,178	9	7

It will be seen from the above that the amount collected is the highest in the Mysore District which has also the largest balance to the credit of the fund. The expenditure is the highest in the Shimoga District. There has been no expenditure at all in the Bangalore District which is very unsatisfactory. The percentage of expenditure to the amount collected is generally very low as in the Kadur District.

The local officers should be called upon to pay more attention to the prompt utilization of the contributions for the purpose for which they were collected. A suitable programme should be prepared for each village and systematically worked out without allowing the fund

to lie idle. The preparation of estimates for works towards the cost of which the villagers' contributions have to be debited, should be kept steadily in view in collecting, keeping and administering the Village Common Fund.

The balances at the credit of the several committees are kept mostly in Treasury Savings Banks and in some cases in the Co-operative Societies. There are also a few instances of the amounts being kept in the custody of Patels, contrary to the prescribed procedure. This should be strictly avoided. Wherever the amount is kept in the Savings Bank in the name of the Chairman of the Committee, the Pass Book should be left in the custody of the Amildar and the Treasury Officers should be duly kept informed of changes in the Chairmanship, as directed in the Government Order.

The Revenue Commissioner is requested to thoroughly scrutinize the administration of the funds, taking necessary steps to ensure better progress under this head. Every year's progress should be referred to in some detail in the Revenue Administration Report under the head "Village Improvement Scheme".

(G. O. No. R. 3186-95– R. M. 2-20-48, dated 10th January 1922.)

Payment of Land Revenue in Malnad.

REVISED ORDER.

Government direct in modification of Government Order dated 23rd June 1919 that the khists for payment of land revenue in the Malnad Taluks prescribed in Rule 86 of the Land Revenue Rules be commenced from February as in the case of Maidan Taluks instead of from January as at present.

(G. O. No. R. 3209-18–L. R. 226-21-2, dated 10th January 1922.)

Minor Tanks Restoration Scheme.

GOVERNMENT REVIEW ON THE REPORT FOR 1920-21.

The number of tanks restored up to the beginning of the year was 465 out of 14,232 unrestored ones. During the year, only 85 out of 706 incomplete works of previous years and 2 out of 107 new tanks sanctioned, were completed, as against 72 out of 703 incomplete works and 1 out of 268 new tanks during the previous year. The progress is by no means satisfactory. Out of Rs. 1,49,000 actually allotted for the several districts during the year, a sum of Rs. 1,17,869 was utilised—Rs. 1,04,531 on incomplete works and Rs. 13,338 on new

works as against Rs. 107,141 and Rs. 8,489, respectively, in the previous year, the expenditure being 79·1 per cent of the allotment against 76·9 in the previous year. The full allotment has not been spent in any of the districts; the percentage of expenditure to allotment being the highest, *viz.*, 96·36 in the Hassan District and the lowest (62·3 per cent) in the Kadur District. Government agree with the Revenue Commissioner that until the incomplete works are completed, estimates for new works should not be sanctioned.

The percentage of establishment charges to expenditure is the highest, *viz.*, 195·68 in the Tumkur District and next comes the Kadur District where the percentage is 178. The report promised by the Revenue Commissioner about the reduction of establishment charges should be expedited. He is requested to report why, when the District Marahmat Establishment is employed on other than its legitimate work, the proportionate charge of the establishment so employed should not be recovered from the department concerned under para 6 of Government Order No. 8464-74/L. R. 193-13-2, dated 28th April 1914.

It is disappointing that neither Tank Panchayets nor local men evince sufficient interest in taking up tank works on contract, and that progress in the restoration of tanks is retarded owing to paucity of contractors in many of the districts. It is desirable that wherever Tank Panchayets and local men do not come forward to take up contracts, outsiders should be selected. It may be possible to secure contractors if all the works of one or two taluks if not a whole Revenue Sub-Division are reserved for a contractor of approved status. This aspect of the question may be investigated by the Revenue Commissioner.

(G. O. No. R. 5359-70—L. R. 15-21-16, dated 20th January 1922.)

Amildars and Deputy Amildars.

ESTABLISHMENT TO BE TAKEN BY THEM ON TOUR.

Government direct that Amildars and Deputy Amildars be allowed to take not more than two clerks and two peons on ordinary tours and not more than three clerks and three peons during Jamabandi.

(G. O. No. R. 3639-48, dated 31st January 1922.)

Beds of Breached Tanks.

TO BE GIVEN OUT FOR CULTIVATION UNDER CERTAIN CONDITIONS.

In exercise of the powers conferred by Section 233 (*c*) of the Land Revenue Code, Regulation IV of 1888, the Goverment of His Highness the Maharaja are pleased to direct that the following be substituted for para 2 of Rule 16 of the Rules under the said Code.

issued under Goverment Notification No. 264-R. 122, dated 10th July 1901 :—

"The beds of breached tanks which have not been permanently abandoned may be given out for cultivation temporarily, if, after communication with the Public Works Department, it be found that there is no prospect of the tanks being restored immediately. Such grants will be made ordinarily for one year at a time and in no case should the period exceed three years without the sanction of the Revenue Commissioner. The grantee shall use the lands only for the purpose of cultivation and shall not be entitled to cut down or remove any trees, etc., standing thereon. He shall pay assessment at the prevailing rates for Goverment lands of similar quality in the village; provided tha t when there are more applicants than one for the same land, it will be sold by auction and granted to the person who offers the highest amount of annual rental at the sale."

(Notification No. R. 3726—L. R. 209-21-2, dated 4th February 1922.)

Revision of Wet Assessment.

REVISED RULES.

It has been the settled policy of Government as laid down in Government Order No. 9048-55—Pet. 151, dated 16th April 1897, and R. 1211-2—L. R. 331-06-4, dated 10th August 1907, to grant partial remission of assessment only when there is a general failure of wet crop in any locality and consequent distress and not in individual cases where a tank on which lands are dependent for their irrigation does not obtain a sufficient supply of water in any year on account of deficient rainfall.

But it having been frequently pressed on the attention of Government at the successive Sessions of the Representative Assembly that the existing policy should be changed so as to afford greater relief to the raiyats, a Special Committee of the Representative Assembly was constituted in Government Order No. Camp C. 122-71—G.M. 418-17-1, dated 4th November 1917, to investigate the question of remission of wet assessment under the Mysore, Madras and Bombay systems, and to examine the representations on the subject. The report of the Committee has been under the consideration of Government for some time past. In this connection the Revenue Commissioner has submitted his proposals which have been carefully considered by Government. In the last Session of the Assembly also the subject was discussed at length and the members were informed that the issue of suitable rules was under consideration and, that after these are issued they might make further representations, if necessary. if the rules did not afford the expected relief.

Government are accordingly pleased to issue the following rules, in supersession of those now in force and to direct that they be adopted

tentatively for a period of 5 years, after which any changes that may be deemed necessary in the light of the experience gained in their practical working will be further considered:—

(1) Where, owing to rains throughout any tract, any tank in such tract has not received an adequate supply of water, so that more than half the area of wet lands under it has remained uncultivated, or has, even though cultivated, yielded a crop of not more than 4 annas, the recovery of half the assessment for the year on all the *wet* lands under such tank may be suspended by the Revenue Commissioner, provided that he is satisfied that the tract is already so impoverished or the previous harvests have been so poor as to render such a measure of relief necessary.

(2) The amount of assessment suspended under Rule (1) shall be collected in the following year along with that year's khistbandi, unless there is a similar failure of crop or a harvest of not more than 4 annas in that year also, in which case it will be remitted.

(3) Application for suspension or remission under Rules (1) and (2) should be made by the villagers concerned to the Amildar before the end of November.

(4) The Amildar shall, on receipt of the application, make a personal inspection of the affected tract and submit a report of the result, with a statement in the form, prescribed to the Sub-Division Officer who will forward it to the Deputy Commissioner by the end of December with his own opinion after personal inspection and such further enquiry as he may consider necessary to satisfy himself about the accuracy of the Amildar's report.

(5) On receipt of the report, the Deputy Commissioner shall, if he is satisfied with the claim of the villagers for suspension or remission as the case may be, submit a recommendation to the Revenue Commissioner with a consolidated statement in the form mentioned above before the end of January.

(6) If the Revenue Commissioner considers that a good case for the grant of suspension under Rule (1) is made out, he will sanction the suspension and cause an announcement thereof to be made before the beginning of the khistbandi in February, and shall forthwith report the fact for the information of Government with particulars of the tract affected and the probable amount of the suspended revenue.

(7) When the Revenue Commissioner is of opinion that remission of the suspended revenue should be sanctioned under Rule (2) he will report the case to Government and obtain their orders in the matter.

(8) The above rules will be applicable only to lands under tanks and not to those under rivers and other channels, the supply to which is more or less certain and assured.

These rules will not affect those relating to the grant of remissions of assessment of lands lying waste by breach of the sources of irrigation (pages 195-196 of the New Revenue Manual).

(G. O. No. R. 3748-58—L. R. 502-17-10, dated 4th February 1922.)

Construction of Saguvali Kattes.

GOVERNMENT ORDERS.

The Government have carefully considered the opinions of the several officers on the subject. As observed by the Depty Commissioner, Kolar District, and the Revenue Commissioner, a distinction should be made between Saguvali Kattes properly so called and Anes or Dams put up across defined water courses for the benefit of cocoanut gardens.

Saguvali Kattes are small earthen bunds thrown across or round particular fields with the object of intercepting the surface drainage of those fields for the benefit of dry cultivation—specially in the Maidan Districts. The rules contained in the Government Order of 1st January 1892 refer to these Kattes and there is no objection to the construction of such Kattes on occupied dry lands so long as they are intended merely to retain only surface moisture on the land with a view to facilitate the cultivation of dry crops thereon. These Kattes not being intended for purposes of irrigation any utilization for such purposes of the water stored in them should be deemed to be an abuse of the privilege rendering the Katte liable to be summarily removed. The existing Kattes wherever they do not conform to the aforesaid conditions should be removed.

The Anes or dams put up in cocoanut or other gardens across defined channels or water-courses so as to intercept the drainage of other lands higher above, flowing into Government tanks, are to be treated quite differently. The privilege conceded by the rules of 1st January 1892 has been abused by the owners of such gardens by the construction of Anes across defined feeder channels, with the result that there have been loud complaints of dimunition of supply of water to tanks, from the holders of wet lands thereunder.

In future no such Ane should be put up without the written permission of the Deputy Commissioner which should be given only where it is ascertained after due enquiry that the construction of the Ane will not be prejudicial to the occupants of their lands and will not also affect the supply of water to any tanks below it. The case of all Anes which have already come into existence should be investigated by the Deputy Commissioners. Such of them as have been constructed long ago and in respect of which the owners have acquired a prescriptive right will be allowed to stand, and the others removed, if they are held to be detrimental to the interests of the occupants of other lands or to the supply of Government tanks below.

A register should be maintained in each taluk for the purpose of entering existing Anes allowed to continue and those newly constructed under proper authority as above. A copy of the register should be kept in the District Office also. The existence of Anes and the authority under which they are put up should be noted in the Village Khetwar against the survey numbers concerned.

The Revenue Commissioner is requested to issue such subsidiary instructions as may be deemed necessary for the guidance of local

officers in the matter of dealing with applications for permission to construct Anes, and of investigation into the origin of the existing Anes and the desirability of continuing or removing them, and submit a quarterly progress report for the information of Government.

He is also requested to submit a draft of a rule to be inserted in the Revenue Rules providing for the punishment of the persons unauthorisedly putting up Anes across water-courses or causing other obstructions so as to prejudice the supply of water to Government tanks.

(G. O. No. R. 3942-51—L. R. 465-17-13, dated 13th February 1922.)

Inam Villages under Government Management.

GOVERNMENT REVIEW ON THE REPORT FOR 1920-21

The total number of estates and villages under Government management during the year was 201, and out of the total number of 189 whole villages, survey and settlement have been introduced into 169 villages. Survey operations were conducted in 6 villages and completed in 1 village. Re-settlement was announced in 8 villages of the Bangalore District and 1 village of the Kadur District.

The Deputy Commissioners conducted the Jamabandy of 79 and the Sub-Division Officers of 122 villages and estates, respectively.

Demand, Collection and Balance.—The total demand for the year (inclusive of Rs. 2,35,329 the arrears of previous years) was Rs. 4,65,441. Out of this amount a sum of Rs. 2,37,322, including remissions, was collected, leaving a balance of Rs. 2,28,122. The arrears are heaviest in the Hassan, Bangalore, Mysore and Kolar Districts being Rs. 81,577, Rs. 79,155, Rs. 46,921 and Rs. 12,798, respectively. The total collection during the year (50·9 per cent) as compared with that of the previous year (86 per cent) is quite unsatisfactory. The arrears have increased in the districts of Bangalore, Kolar, Tumkur and Kadur. The Deputy Commissioners of these districts should see that the outstanding arrears are collected without any delay. The Deputy Commissioners of Bangalore and Mysore Districts should also be asked to explain the reason for the fall in demand for the year, as compared with that of the previous year.

Improvement of villages and estates.—It is seen that no improvement worth mentioning was effected in any of the villages, excepting a few in which attention was paid to minor works. It is disappointing that the Inamdars concerned are also not evincing any interest in this direction.

Conclusion.—Better attention should be paid to the management of Inam villages to bring them to a line with Government villages.

(R. 3960-9-1—H. L. R. 21-1-22, dated 15th February 1922.)

Definition of Village Amarayi.

The Revenue Commissioner states that it was the practice till a few years back to sell as "Village Amarayi" the produce of certain kinds of trees, standing not only on communal lands but also on *hulbanni* and other Government lands in the village and he is not in favour of depriving the raiyats of the privileges they have enjoyed for a long time past by restricting the term "Amarayi" in the manner suggested by the Conservator. He recommends therefore that the term "*Amarayi*" may be defined so as to include the produce of the ten classes of trees noted in the margin, standing on all Government lands (*i.e.*, lands not belonging to private individuals) whether classed as *kharab*, *assessed waste* as also gomal, govtan and other lands reserved for communal purposes. The Revenue Commissioner adds that this recommendation is based on "mamul" and will satisfy the raiyats and set at rest the misunderstandings between the officers of the Revenue and the Forest Departments on the question.

1. Hunse
2. Mavu
3. Sige
4. Cocoanut.
5. Hippe
6. Nerle
7. Halasu
8. Jala
9. Byla
10. Honge seed and leaves

Pending orders on the recommendations of the Committee appointed by Government regarding the management of the District Forests, Government are pleased to accept the Revenue Commissioner's proposal. Only such produce as do not fall under the term "Village Amarayi" as now defined will, in future, be sold by the Forest Department as Minor Forest Produce.

(*G. O. No. 4482-91—Ft. 23-20-19, dated 17th February 1922.*)

Land Revenue Department.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1920-21.

Seasonal conditions.—The rainfall during the official year under report and the calendar year 1920, *viz.*, 32·57 and 30·48, respectively, was less than that during the corresponding periods of the previous year and was also less than the average (38·07) for 46 years from 1870. Owing to the scanty rainfall and consequent failure of two seasonal wet crops under tanks in the marginally noted tracts, the collection of half the wet assessment was suspended. (Government Order No. R. 11421-2—R. M. 19-20-14, dated 13th April 1921.)

Pavagada Taluk.
Parts of Maddagiri.
Sira, Shimoga,
Shikarpur and Hosdurga
Talukas.

Extent of land available and that taken up for cultivation.—The extent of assessed land available for cultivation was 7,89,852 acres, of which 39,107 acres (4·9 per cent) or 9,299 acres more than that of the previous year were taken up for cultivation, the increase in land revenue on this account being Rs. 42,577 or 6,486 rupees more

than that of the previous year. But there was a decrease of Rs. 15,820 due to the resignation of 14,908 acres, the net result being an increase of 24,199 acres in the area under cultivation bearing an assessment of Rs. 26,757, the greater portion of which represents the lands sub-divided in the Kankanhalli Taluk and the Closepet Sub-Taluk. Though the area resigned is less than that in the previous year by 11,561 acres the reason for the resignation of such a large extent as 16,000 acres has not been explained. In spite of the greater demand that there is for agricultural land, the extent of land available for cultivation, *viz.*, 765,653 acres, is still large. The Revenue Commissioner is requested to suggest measures for bringing more land under cultivation so as to increase the land revenue.

Area under occupation and crops.—The area under occupancy was 7,866,284 acres or 11,246 acres more than in the previous year, of which the area actually cultivated was 5,950,930 or 242,206 acres less than in the previous year, *i.e.* 24·30 per cent of the area under occupancy was lying fallow as against 20·77 per cent in the previous year. This fall was under all the principal food crops and was due to scanty rainfall.

There was an increase of 21,722 acres under cotton in the previous year while there is a falling off of 37,253 acres during the year under report. This is attributed partly to the fall in the price of cotton and partly to the unfavourable seasonal conditions of the year.

Outturn of crops.—The outturn of paddy, ragi, horse gram, cholam and sugar-cane crops was also poor as compared with the previous year's yield. The paddy crop failed considerably in the Districts of Bangalore, Kolar and Tumkur.

Price of food crops.—The prices of food crops were slightly less than what they were in the previous year.

Emigration and immigration.—There was no abnormal movement of the people of the State in search of food or employment outside, but on the other hand, the several works in progress in the State (the Bhadra Project, the Shimoga-Arasalu Railway and Bhadravathi Iron Works) afforded means of livelihood to a large number of labourers from outside.

Transfers of land and indebtedness of raiyats.—The number of transfers of land by sale and mortgage were 61,736 and 63,350, respectively or 8,257 and 4,517 less than in the previous year, the value involved being Rs. 1,89,18,835 and Rs. 1,94,62,549. The Revenue Commissioner is requested to expedite his suggestions for improving the returns showing the transfers of lands between agriculturists and non-agriculturists so as to render the statistics more accurate and reliable.

Accidental fires.—The number of such cases was 500 as against 323 in the previous year, the loss of human life and cattle and value of property (including cattle) lost being Rs. 15,343, and Rs. 3,25,417 against Rs. 38,461, and Rs. 1,57,521, respectively. It is hoped that the adoption of certain temporary remedial measures against the occurrence of these fires proposed by the Revenue Commissioner and recently sanctioned by Government, will minimize their occurrence.

According to the quinquennial census of agricultural stock held in January 1921, the number of bulls and bullocks in the State was 1,697,002 as against 1,683,239 according to the census of 1916, showing an increase of only 0·8 per cent and the number of cows and she-buffaloes increased by 6·6 and 1·4 per cent, respectively. There was a decrease in the number of ploughs by 1 per cent and an increase of 3,522 in the number of improved ploughs. If one improved plough is taken to be equal to 10 old ploughs, the increase is considerable.

Demand, Collection and Balance of Land Revenue.—The total demand for the year under Land Revenue including the arrears of Rs. 12,53,083 at the beginning of the year, was Rs. 1,27,77,712 as against Rs. 1,31,72,719 of the previous year. The amount remitted as irrecoverable was Rs. 57,374 or Rs. 71,378 less than in the previous year. Thus the net recoverable demand was Rs. 1,24,20,338 or Rs. 6 23,629 less than that of the previous year. There was an increase of Rs. 1,24,899 in the districts of Bangalore, Mysore, Kadur and a decrease of Rs. 32,145 in the other districts. In the result, the demand for the year was Rs. 92,754 more than that of the previous year, *viz.*, Rs. 1,11,31,875. The amount collected out of the year's demand was Rs. 1,02,15,608 or 91·01 per cent a sagainst 93·1 per cent in the previous year and that collected out of the arrears was Rs. 7,53,394 or 62·6 per cent as against 75·5 per cent in the year previous. The collection out of the year's demand is on the whole satisfactory, considering the unfavourable seasonal conditions. The collection of arrears is very disappointing particularly in the districts of Bangalore Kolar, Shimoga and Kadur. Government are glad to note that the collections in the Chitaldrug District were as usual very satisfactory.

Government agree with the Revenue Commissioner that the collection work in the marginally noted taluks is very satisfactory and their appreciation may be communicated to the respective Amildars for the good work done by them.

Jagalur
Koppa
Holalkere
Gundlupet
Chamrajnagar
Nagar
Kankanhalli
Challakere
Davangere
Arkalgud
Honnali

The Amildars of the taluks where the collections are less than 85 per cent should be warned to show better results in future.

The balance outstanding at the close of the year was Rs. 14,51,336 inclusive of the previous year's arrears amounting to Rs. 3,74,510 as well as the amount of half the wet assessment of Rs. 24,267 the collection of which is held under suspension. The instructions conveyed in the Government review on the last year's Administration Report with regard to the reduction of arrears, should be borne in mind by the Amildars of those taluks where the arrears are more than Rs. 30,000.

Mohatarfa.—The demand for the year was Rs. 2,32,437 exclusive of the arrears of Rs. 28,207 or Rs. 12,333 less than that of the previous year. Out of this, Rs. 2,33,594 or 89·5 per cent was collected as against 85·2 per cent in the previous year. The fall in the demand is stated to be due chiefly to the abolition of the oil mill tax and to the

transfer of mohatarfa to district funds in some of the taluks where this had not been given effect to in the previous years. The transfer of the amount to the District fund should not affect the demand as long as the Revenue Department collects the revenue and maintains the necessary accounts. The Revenue Commissioner is requested to explain the point clearly.

Supari Cess.—The demand including the arrears was the same as in the previous year, *viz.*, Rs. 28,406, of which Rs. 26,981 was collected.

Revenue money orders.—The amount of Kandayam remmitted by money order was Rs. 28,132 in 2,086 cases as against Rs. 29,631 in 2,154 cases in the previous year, the largest amount remitted being Rs. 15,655 in the Mysore District and the smallest amount, *viz.*, Rs. 74 in the Kadur District.

Coercive processes.—The amount of arrears recovered by issue of demand notice was Rs. 13,99,007 in 87,137 cases, Rs. 77,696 by sale of occupancy under Section 159 in 3,714 cases, Rs. 24,412 by distraint and sale of moveable property in 2,801 cases, Rs. 875 by the sale of defaulters' right, title and interest in immoveable property in 4 cases, against Rs. 13,64,221 in 97,189 cases. Rs. 1,06,990 in 4,933 cases, Rs. 10,089 in 3,124 cases, and Rs. 5,245 in 221 cases, respectively, under the above heads in the previous year. Government are glad to note that the number of cases in which these processes were employed for the recovery of the arrears was less than that of previous year. But the recoveries amounted to 13·6 per cent of the total collections as against 12·4 per cent in the previous year. The percentage of recovery by the employment of all processes was highest in the Kadur District, *viz.*, 21·1 per cent and it was the lowest (5 per cent) in the Chitaldrug District.

The extent of land resumed for want of bidders was 13,045 acres assessed at Rs. 17,959 the bulk of which (6,525 assessed at Rs. 10,731) was in the Shimoga District.

There was no case of arrest or imprisonment for the recovery of the arrears.

Restoration of tanks.—The total number of major and minor tanks under restoration or repair during the year was 259 and 763 as against 330 and 611, respectively, in the previous year, the outlay incurred being Rs. 1,60,399 and Rs. 1,26,829 as against Rs. 1,41,183 and Rs. 1,21,355 in the year previous. The largest number of major tanks under restoration or repair was 82 in the Tumkur District and the least was 4 in the Shimoga District. The largest number of minor tanks under restoration or repair was 162 in the Hassan District and the smallest was 25 in the Chitaldrug District.

The allotment for the restoration of minor tanks during the year was Rs. 1,55,000 as against Rs. 1,50,000 in the previous year, of which Rs. 1,17,122 or 73·66 per cent was spent. Only 83 out of 703 incomplete works were completed during the year and only 2 tanks were restored out of 83 sanctioned. The progress under the Minor Tank Restoration Scheme is by no means satisfactory.

The annual maintenance work of tanks in the Kolar and Chitaldrug Districts is stated to be unsatisfactory in spite of the concession offered in Government Order No. R. 5135-46—L. R. 493-16-22, dated 3rd November 1919, of remission of half the irrigation cess in the case of such tanks whose annual maintenance work is satisfactorily executed.

As surmised by the Revenue Commissioner, the concession offered in the Government Order has not been sufficiently made known to the raiyats. Amildars and Sub-Division Officers should explain the spirit of the order to the raiyats during their inspection of tanks. With regard to the Revenue Commissioner's observation that the procedure prescribed for the grant of concession in para 8 (*a*) of the Government Order is rather elaborate and difficult of working, he is requested to explain where the difficulty lies and suggest how it may be overcome.

Inspection of tanks.—The number of major and minor tanks inspected by the Deputy Commissioners was 148 and 181, respectively, or 36 and 63 more than in the previous year. The Sub-Division Officers inspected only 208 major tanks or less than even half the number inspected in the previous year; they however, inspected 402 minor tanks or 40 tanks more than in the previous year. The Deputy Commissioner, Bangalore District, should be asked to report the number of major tanks inspected by him during the year and the Deputy Commissioner, Hassan District, to furnish the number of minor tanks inspected by him and the number of major and minor tanks inspected by the Sub-Division Officers in his district. As observed by the Revenue Commissioner, the inspection of tanks by Sub-Division Officers is not at all satisfactory. They must make a systematic inspection of tanks during their tours according to a pre-arranged programme.

Cultivation under Vani Vilas Sagara.—The total extent of land brought under the block system of irrigation at the end of the year was 11,723 acres, 10 guntas, of which about 9,614 acres, 12 guntas were actually under occupation. The Revenue Commissioner is requested to furnish in future reports the amount of water-rate recovered on lands under occupation besides the land assessment. The irrigation under the sagara is susceptible of further developments.

Tank Panchayets.—The number of Panchayets sanctioned during the previous year was 105 and 5 more were sanctioned during the year; but the number actually constituted up to the beginning of the year was 85 to which 4 more were added. The district which has the largest number of Panchayets (51) is Tumkur. There has been no progress at all in the constitution of these Panchayets in the other districts. The Revenue Commissioner's proposals since received for simplifying the existing rules so as to make the scheme a sucess, are under consideration.

Takavi and Land Improvement Loans.—The allotment sanctioned for the year was 1 lakh, of which Rs. 41,375 were set apart for Takavi, Rs. 39,949 for Land Improvement Loans and Rs. 3,350 for

Irrigation Wells. The amount actually advanced under the 3 heads were Rs. 40,700, Rs. 37,504 and Rs. 3,350. Out of Rs. 1,69,829 that had to be recovered under Takavi Advances, Rs. 1,02,410 under Land Improvement Loans, and Rs. 34,072 under Irrigation Wells, only Rs. 1,00,194 or 59 per cent under the first, Rs. 56,827 or 55·7 per cent under the second and Rs. 26,280 or 77·13 per cent under the last head, were recovered during the year. The recoveries under the first two heads particularly are not at all satisfactory and prompt action should be taken to recover the outstanding arrears. The names of officers who fail to show better results in future should be reported for the orders of Government.

The number of applications for loans under the 3 heads that were pending at the end of the year was 485, 306 and 20, respectively, of which 187 under "Takavi" and 134 under "Land Improvement" pertain to the Kolar District. The Deputy Commissioner of this district does not seem to have taken heed of the orders of Government conveyed in their review on the previous year's report and he should be asked to see to the prompt disposal of the pending applications.

Cattle Mortality.—The number of cattle which died from various causes during the year was 47,182 or less than in the previous year by 8,999, though the mortality was more in the districts of Hassan and Shimoga owing to the prevalence of rinderpest.

Darkhasts.—With 8,181 darkhasts pending at the beginning of the year, the total number of darkhasts for disposal during the year was 20,367, of which only 11,638 or 57 per cent were disposed of (7,939 by grant and 3,699 by rejection). Out of the balance of 8,719 darkhasts, 615 were pending for more than 3 years and 1,060 for more than 2 years, or 1,675 in all against 2,385 in the previous year. Excepting the Kolar District where the number pending increased from 173 to 278, the pendency in the other districts was reduced though the receipts were more than that of the previous year. The Deputy Commissioner of this district and also those of Mysore, Hassan and Kadur where the number of old cases is large, should see that they are all disposed of within the end of the official year. In all the districts except Mysore, Kolar and Hassan, the loss of revenue to Government by the pendency of darkhasts for long period comes to nearly Rs. 13,700 per annum. In the interests of the raiyats as well as of Government revenue, the local officers should be made to pay greater attention to this part of their revenue work. The Deputy Commissioners of the Mysore, Kolar and Hassan Districts should be called upon to report at once the amount of assessment of the lands the darkhasts for which have been pending long in their districts.

The progress in the sub-division of lands applied for, for cultivation is not satisfactory, especially in the districts of Kolar, Mysore, Shimoga and Kadur where the arrears are stated to be heavy.

The extent demarcated out of the surrendered Amrut Mahal Kaval land was 24,777 acres as against 17,005 demarcated during the last eight months of the previous year. Out of the demarcated area,

14,518 acres were sub-divided into small numbers of which 2,288 acres were disposed of for cultivation, the price realized being Rs. 14,357. The Government have sanctioned the employment of 15 additional Measurers for the sub-division of lands applied for cultivation in the several districts and also the sub-division of surrendered Amrut Mahal Kavals and they hope there will be better progress in the disposal of these lands for cultivation. The monthly progress reports obtained from the Deputy Commissioners concerned should be submitted to Government for information.

The total extent of land sub-divided in the Closepet Sub-Taluk was 10,609 acres, of which 2,315 acres were granted for an upset price of Rs. 21,115 and 2,408 acres were sold by public auction for Rs. 32,117. The extent still available after reserving 1,184 acres for communal purposes and for village forests, is 3,582 acres. The extent of 1,800 acres that was available in the Kankanhalli Taluk at the beginning of the year was disposed of and a sum of Rs. 25,100 was realized thereby.

The Revenue Commissioner is requested to report the amount of assessment imposed on the Amrut Mahal Kaval lands and the Kankanhalli and Closepet lands that have been disposed of for cultivation up to the end of June 1921.

He is also requested to take all necessary action for the disposal of the surrendered date groves for cultivation. It is hoped that satisfactory progress will be made during the current year.

Darkhasts under special rules.—The extent of land given out for cultivation on Eksal tenure during the year was 1,132 acres against 798 acres in the previous year, excepting in the Tumkur District, the Mandya and T.-Narsipur Taluks in the Mysore District, and Honnali and Nagar Taluks in the Shimoga District for which information has not been furnished, the assessment realized thereby being Rs. 1,225. The largest extent taken up was 811 acres in the Bagepalli Taluk. Applications for temporary cultivation of the kind should not be allowed to lie in suspense to the detriment of Government revenue and to the inconvenience of the applicants.

There seems to be no appreciable progress in the disposal of lands overgrown with lantana and prickly-pear. Wider publicity should be given to the rules under which such lands are granted for cultivation so as to enable the intending applicants to avail themselves of the concessions offered.

The extent on which food and fodder crops were grown under concessions was 4,256 acres as against 15,746 acres in the previous year. The largest extent taken up was 2,861 acres in the Mysore District and next comes the Tumkur District where 1,084 acres were taken up.

The extent of tank beds given out for cultivation was 4,309 acres and the assessment realized was Rs. 4,337.

It is very disappointing that not a single application was received in any of the districts for the cultivation of the industrial crop "Sisal Hemp" as against 362 acres sanctioned in the previous year.

Under the Military Settlement Scheme about 65 acres in the Mysore and the Bangalore Districts and about 2 acres in the Kolar Taluk were granted to persons who rendered service during the Great War as against 111 acres in the previous year.

The progress in the disposal of applications under the Large Landed Estates Scheme is not at all satisfactory. There were in all 146 applications (including 116 pending at the beginning of the year) for disposal during the year, of which 41 were disposed of (5 sanctioned and 36 rejected). The pending applications should be disposed of without further delay. The Revenue Commissioner is requested to expedite his proposals for the better working of the scheme.

Alienation of State lands.—The total extent of land appropriated for non-agricultural purposes was 432 acres, the assessment thereon being Rs. 491.

Takrar cases.—The number of cases that came up for orders was 10,516 or 1,178 more than in the previous year of which 7,480 or 70 per cent were disposed of as against 66 per cent in the year previous. Government agree with the Revenue Commissioner that "Takrar" cases, such as encroachment on Government land, unauthorised use of Government water, etc., should not be reserved for disposal at the time of Jamabandi, but should be disposed of immediately they are brought to notice. It is hoped that in the light of the instructions issued by the Revenue Commissioner the pendency of such cases will be considerably reduced.

As observed by Government in their review on the previous year's report, the "Takrar" cases should in future be classified under few important major heads.

Boundary marks.—The inspection of these marks leaves much to be desired. Out of 1,016,569 marks inspected by the Sheikdars and Amildars 52,678 were found in disrepair or missing. It is hoped that the instructions already issued by the Revenue Commissioner will have the desired effect. As observed by Government in their review on the last year's report, it is inexpedient to employ a separate staff of Mojinidars for the inspection, etc., of the boundary marks, when it is one of the prescribed duties of Sheikdars to attend to this work and when they are being trained specially in Mojini work.

The number of cases in which notice was taken of the default of occupants to maintain their field boundary marks was 142 in some of the taluks of the Bangalore, Tumkur, Shimoga, Kadur and Chitaldrug Districts, the amount of fine levied being Rs. 210. In the taluks of Bangalore, Nelamangala, Channapatna, Anekal and Doddballapur no cases were taken notice. In the taluks of Kolar, Malur, Goribidnur, Chikballapur and Sidlaghatta no fines are stated to have been levied. It is not clear whether no notice at all was taken of the default on the part of the landholders. No information has been furnished for the remaining taluks of the Bangalore and Kolar Districts and the Mysore District. In the Hassan District, landholders seem to have readily repaired the boundary marks. The information furnished in respect of the other districts is not full. As

the statistics are furnished for the first time now in compliance with the Government Order conveyed in their review on the last year's report. Government trust that complete information will be furnished in future in respect of all taluks without any omission.

As regards the question of replacing earthen bandhs by stones on all black cotton soil lands, the Revenue Commissioner is requested to submit definite proposals in consultation with the Deputy Commissioners.

Frontier boundary marks.—The boundary marks in all the districts except Tumkur are stated to have been inspected either by the Deputy Commissioner or the Sub-Division Officers or the Amildars. Most of the Sub-Division Officers do not appear to have inspected the boundary marks. They should pay greater attention to this matter. The Deputy Commissioner, Tumkur District, should be asked to report whether no such inspection was made and if so, why.

Avenue trees.—The number of trees planted in the several districts was 64,224 or 13,967 trees less than that planted in the previous year. But it is very gratifying to note that besides the above, 11,250 trees in the Hassan District, 4,005 trees in the Tumkur District, and 6,486 and 1,250 trees in the rural areas in the Kolar and Kadur Districts, respectively, were planted on the Birthday of His Highness the Maharaja. It would be as well if activity in this latter direction is evidenced by the laying out of topes in suitable places which will be so useful and commemorative of the auspicious occasion.

Village Improvement Scheme.—There were 9,011 Village Committees or 77 more than in the previous year serving 15,540 villages. The number of committees that devoted half a day a week for labour was 4,970 and the number which subscribed for one or more newspapers was 5,212. The number of committees which held weekly meetings was 3,717. The amount collected towards Village Common Fund was Rs. 9,264 besides 389 pallas of grain. Out of the budgetted allotment of Rs. 50,000, the Government grant-in-aid amounted to Rs. 24,597. The villagers' contribution was Rs. 25,875, the estimated cost of works undertaken or sanctioned being Rs. 50,474, the major portion of which pertains to the Bangalore and Kolar Districts. The progress under the scheme is far from satisfactory. The Revenue Commissioner's proposal to transfer the functions of the Village Improvement Committees to Local Boards is engaging the consideration of Government and early orders will be passed.

Government are glad to note that the Deputy Commissioner, Kolar District, has been taking great interest in establishing grain banks and fodder stores on co-operative basis in his district to provide against deficiency of stock in seasons of drought.

District and Taluk Conferences.—As usual, District and Taluk Conferences were held in all the districts. Besides, several Hobli Conferences were also held in the Kolar and Tumkur Districts. There is no doubt that these conferences are serving some useful purpose. The question as to whether any change is needed in the method and nature of work to be done by these conferences so as to make them more useful institutions, is under the consideration of Government.

Village Forests.—Including the 2 forest blocks sanctioned during the year the total number sanctioned from the inception of the scheme, was 99, of which Panchayets have been formed for 90 blocks. The Forest Ranger who was deputed in Government Order No. R. 8314-6—Ft. 33-19-4, dated 27th—31st January 1920, for supervising and improving the working of these forests by the Panchayets, inspected 88 blocks and furnished the Panchayets with working plans therefor. Except in the districts of Bangalore and Kadur, he has selected one forest block in each of the districts of Mysore, Shimoga, Tumkur and Hassan and two blocks in each of the districts of Kolar and Chitaldrug for special supervision so as to make them serve as models to the other Forest Panchayets.

In view of the difficulty experienced in securing blocks of 200 acres and more under the existing rules, Government have approved the proposal of the Revenue Commissioner, for reducing the minimum area of a forest block to 50 acres.

It is hoped that ere long, the working of these forest blocks will be placed on a more satisfactory footing and that they will serve the object for which they have been constituted.

Public buildings.—A sum of Rs. 18,082 was spent during the year on the repair to buildings in charge of the Revenue Department.

With regard to the question of accommodation to the several Revenue offices which are badly in need of it, the programme of buildings required during the next 5 or 10 years, since submitted by the Revenue Commissioner, is considered not suitable.—Separate orders will be passed in the matter.

Rain-gauge Stations.—Out of 227 stations, the number inspected during the year was 217 or 96 per cent, as against 97 per cent in the previous year.

Village Officers.—Government regret to note that efficiency among the Village Officers is below the mark as many of the Patels are still illiterate and the Shanbogs have no educational qualifications beyond hereditary training in accounts and are also not zealous in their work in some of the districts. The Revenue Commissioner is requested to suggest measures to improve the efficiency of the Village Officers.

The potgi of Shanbhogs was ordered to be calculated villagewar instead of for each firka under the existing rules and their stationery allowance was also increased by 50 per cent in the result that the expenditure on account of their remuneration increased by 1 lakh of rupees per annum. Out of 16,286 Patels and 6,419 Shanbhogs in the State, the number punished was 1,821 among the former and 829 among the latter as against 1,900 and 903 in the previous year. The number punished by fine, suspension and dismissal was 772, 49 and 8, respectively, among Shanbhogs, and 1700, 110 and 11 among Patels. Recourse to fine should be had very sparingly as observed in the review on the last year's report. The total number of Shanbhogs punished in the Bangalore and Kolar Districts was comparatively less than in the other districts. The number of Patels punished was less in the districts of Kadur, Bangalore and Kolar.

Sheikdars.—There were 281 Sheikdars under the new scheme as against 269 in the previous year, the increase being due to the replacement of 12 old class Sheikdars, the rest (106) being old class Sheikdars. The Revenue Commissioner is requested to submit proposals for incorporating the really deserving men of the latter class in the new scheme, leaving the rest to be replaced at the earliest opportunity by qualified men.

Sorting of records.—Including 1,883 dafters in arrears at the beginning of the year, there were 3,266 dafters to be sorted, out of which 1,521 dafters or 47 per cent of the arrears were sorted. Six hundred and seventy-eight dafters were indexed, the number which remained to be indexed at the close of the year being 1,257. Out of 278,612 papers to be sorted during the year including the previous year's arrears of 23,788 papers, 263,995 papers or 95 per cent were sorted leaving a balance of 14,617 papers. The number of papers indexed was 14,986 and the number which remained to be indexed was 1,609. The largest number of dafters which remained to be sorted was 1,228 in the Mysore District and the largest number of papers was 9,289 in the Hassan District. The largest number of dafters which remained to be indexed was 571 in the Bangalore District and the largest number of papers was 560 in the Shimoga District. Though there was slight improvement in the work under this head, still greater attention has to be paid so as to bring the arrears up-to-date.

The Revenue Commissioner is requested to submit the explanation of the Amildar of the Chikmagalur Taluk as to why not a single dafter was sorted during the year in that taluk.

The administration of the department during the year under review has on the whole been satisfactory.

(G. O. No. R. 4263-323—L. R. 10-21-6, dated 25-2-1922.)

EXCISE.

Excise Department.

REVISED RULES OF RECRUITMENT.

In supersession of the rules for recruitment contained in Chapter II, Vol. I of the Mysore Excise Manual (revised edition), Government approve of the following *Special* rules for appointments in the Excise Department:—

(*a*) No person shall be appointed as Excise Inspector direct unless he has passed at least the Entrance Examination of the Mysore University. In making selections, good physique and general fitness for intelligent out-door work should be taken into consideration.

(*b*) Inspectors directly appointed will be required to pass the Excise and Criminal (Lower) Tests of the Local Service Examinations within a period of two years after appointment and to undergo training in the Distillery, Range and Taluk Offices for three months before being sent out as Inspectors.

(*a*) No person shall be appointed direct as Assistant Inspector of the First Grade unless he holds at least a completed S. S. L. Certificate.

(*b*) No person shall be appointed direct to the other grades of Assistant Inspectors or as a Sub-Inspector unless he has passed at least Lower Secondary Examination or produces a certificate of having studied in the 5th or 6th Form of a recognised High School.

(*c*) Assistant Inspectors directly appointed will be required to pass the Excise Test within three years after appointment.

In exceptional cases, tree-markers who are able to read and write Kannada with facility may also be promoted to the grade of Sub-Inspectors.

Persons appointed as clerks or accountants on pay exceeding Rs. 40 in any office in the Excise Department will be required to pass the Excise and Accounts (Lower) Tests of the Local Service Examinations within a period of two years after appointment.

Officials directly appointed shall not ordinarily be confirmed in their appointment unless they pass the prescribed departmental tests. The Government, may, however, grant exemptions in deserving cases on the recommendation of the Excise Commissioner.

(*G. O. No. R. 3122-3—Er. 55-21-3, dated 27-12-1921.*)

Security Deposits from Excise Licensees.

Government direct that receipts for fixed deposits made by Excise Contractors in the Bank of Mysore and approved Co-operative Societies

like the Mysore Provincial Co-operative Bank, the Central Co-operative Bank, etc., be accepted as security deposits required by Government from such contractors, provided the Bank or the Society concerned as the case may be, agrees to make over the amount to Government on the maturity of the deposits without making them liable to any charge, whether of the Bank or the Societies themselves or of any other creditors of the depositors. The Bank or the Society concerned should be required to execute an agreement to this effect before such receipts are accepted as security.

(G. O. No. R. 4343-51—Ex. 112-20-4, dated 27-2-1922.)

JUDICIAL.

Statistics of Civil Courts.

GOVERNMENT REVIEW ON THE REPORT FOR 1920-21.

Number of jurisdiction of Courts.—The total number of Civil Courts in the State was 27 as against 26 in the previous year, the increase being due to the establishment of a Munsiff's Court at Davangere on 1st July 1920, with jurisdiction over the taluks of Davangere, Jagalur, Holalkere and the Sub-taluk of Harihar, the jurisdiction which was till then exercised by the Munsiff's Court at Chitaldrug over these taluks being withdrawn. The number of Village Munsiffs' Courts was the same as in the previous year, *viz.*, 201. The small cause jurisdiction of all Munsiffs' Courts, except those in Bangalore, Mysore and Shimoga was raised from Rs. 50 to Rs. 100 and that of the Sub-Judges of Mysore and Shimoga to Rs. 300.

Original Work.—There was a decrease chiefly on the original side in the institutions during the year, the number being 38,212 against 39,711 in the previous year.

The total number of suits for disposal including those pending at the beginning of the year, and those refiled and remanded, was 56,665 consisting of 34,405 ordinary and 22,260 small cause suits. The number of ordinary suits disposed of was 21,515 against 21,070 in 1919-20, showing a slight increase. The number of disposals on the small cause side was 16,613. Compared with the previous year, the proportion of ordinary suits disposed of after contest was greater by 1·64 per cent while it decreased by about 1 per cent on the small cause side. Of 18,537 suits pending at the close of the year, as against 18,365 in the preceding year, 16,094 were in Munsiffs' Courts, 2,304 in Sub-Judges' Courts and 139 in District Judges' Courts, as against 16,293, 1,942 and 130 respectively in the year 1919-20. The increase in pendency is chiefly, attributable to the Subordinate Judges' Courts, whose disposals have not kept pace with the institutions. The average duration of contested ordinary suits was 473·36 days against 480·36 days in 1919-20 and that of contested small cause suits 230·57 days, against 214·79 days in the previous year. The average duration of ordinary suits, both normal and abnormal has decreased appreciably. Out of 9,581 miscellaneous cases for disposal, 6,307 were disposed of leaving a balance of 3,274 pending at the close of the year.

There appears to be a steady increase in suits refiled and remanded the figure for the year under review being 1,275. There is also a

corresponding increase in the miscellaneous cases. No explanation has been given for these increases which it is hoped are not due to hasty disposals on the part of the Munsiffs.

Appeals in Subordinate Appellate Courts.—The number of appeals filed was 730 with 507 pending from the previous year. There were altogether 1,237 appeals for disposal, against 1,115 in 1919-20. The number disposed of was 609 against 559. The number of disposals has fallen far short of the institutions and pendency is increasing steadily. Out of a total of 608 appeals, pending at the end of the year as many as 440 were pending in the Courts of the District and Subordinate Judges in the Mysore Division. There has also been a marked rise in the average duration of cases disposed of by the District Judge, Mysore (339·08 days against 210·58).

The number of regular appeals pending in the Chief Court at the beginning of the year was 397, out of which 59 were transferred to the District Judge, Bangalore Division. 165 regular appeals were filed during the year, as against 356 in 1919-20. Of these 61 were transferred to the District Court, Bangalore. The total for disposal was 542 appeals as against 551 in 1919-20 and 181 were disposed of as against 154 leaving a balance of 361 as against 397 in 1919-20.

The total number of second appeals for disposal was 313 of which 130 were disposd of, against 96 and 132 in the two previous years. The number pending was 183 as against 185 in the preceding year. The number of disposals of both first and second appeals has increased, but the average duration has also increased, the reason assigned being an increase in the number of disposals of appeals of abnormal duration. Taking all classes of cases, the number for disposal in the Chief Court was 1,259 as against 1,138 in 1919-20 and actual disposals 561 against 401. Disposals were larger under each head during the year and pendency has also decreased. But disposals are still far short of the institutions.

Inspections.—The District Judges of Bangalore and Shimoga inspected all the Courts in their division, while the District Judge of Mysore inspected only two Courts, *viz.*, Seringapatam and Nanjangud. His work in this respect cannot be regarded as satisfactory.

The Judges of the Chief Court inspected all the Courts in Bangalore, the Muniffs' Courts at Kolar, Kolar Gold Fields, Tumkur, Maddagiri, Mysore, Chikballapur, Chitaldrug, Davangere and Shimoga and the District and Subordinate Judges' Courts in Mysore and Shimoga.

(G. O. No. J. 4112—Cts. 141-21-3, dated 21st February 1922.)

MEDICAL.

Training of Compounders.

EXISTING ORDERS MODIFIED.

The Senior Surgeon represents that, as Mysore is quite as costly as Bangalore, candidates for employment as compounders from the other Districts do not readily come forward to accept scholarships and go to study in either of the two places. He therefore proposes to revert to the old practice of making the training available at every District Head Quarter Hospital and at Robertsonpet, distributing the sanctioned number of scholarships among all these centres according to circumstances, the qualifying examination alone being held annually in the Bangalore centre to secure a uniformity of standard.

Government think that, since the course prescribed is uniform in all the Hospitals in which candidates are proposed to be trained in compounding, there can be no objection to the acceptance of the proposal of the Senior Surgeon so long as there is one standard examination held at Bangalore to test the fitness of all the candidates. There is considerable force in the view put forward by the Senior Surgeon, namely, that unless there is training in the District Hospitals also, it will not be possible to get the required number of trained men. Government are therefore, pleased to sanction the proposal of the Senior Surgeon to arrange for the training of pupil compounders at all the District Head Quarter Hospitals and at Robertsonpet in future, instead of at Bangalore and Mysore only as hertofore.

G. O. No. L. 4705-6—Med. 94-21-2, dated 17th February 1922.

SANITATION.

Sanitary Improvements.

Sanitary Commissioner's Proposals.

I have the honor to bring to the notice of Government a remediable defect most commonly met with in houses in all the towns in the State, which calls for early action. It is to some extent true that in the larger towns at any rate, a distinct improvement has in recent years been perceptible in the type and sanitary conditions of dwellings, as a result of the painful experience induced by the devastating epidemics of plague since its first appearance in 1898. The policy initiated by Government with regard to the abolition of congested areas and the opening out of extensions, certainly contributed to this change. But in spite of an improvement in the trend in this direction, the fact remains as true to-day as it did prior to 1898, that the majority of houses are "unfit for human habitation".

2. Every one is familiar with the type of a common dwelling house in a town. It is usually a low structure, practically shut out to external light and air—a veritable box with compartments. In the larger houses all of the interior that meets the eye is the door-way with a long line of dark apartments stretching behind it. I do not propose to touch upon the structural defects and the general insanitary conditions resulting in these houses. I wish only to lay stress on one fundamental defect—absence of light and air.

3. "The importance of fresh air" is a hackneyed expression, but I fear its full significance is hardly, if ever, realised. The history of the last pandemic of influenza seems to me to afford in a striking manner proof of the part played by "fresh air" in the causation of disease. As is well-known, the incidence of influenza was relatively less severe in the Bangalore and Mysore Cities and the case-mortality also was lower than in mofussil towns and villages. Other considerations apart, this difference is largely attributable to the very much better condition of house-ventilation obtaining in these cities. Taking a more recent example, that of Tiptur, there was no reason, why when epidemic influenza was absent from the rest of the State, the town should have suffered severely, accounting for as many as 250 attacks. The bad housing conditions prevalent in this town, with the marked absence of ventilation in the houses, undoubtedly kept up the epidemic. Ill-ventilated houses predisposed to influenza, probably because of the additional opportunities of infection that occur in such places.

4. But influenza is only one of the many diseases that find a ready soil in ill-ventilated houses. Pneumonia, always most fatal in

overcrowded and uncleand places, tuberculosis in all its forms, a lowered vitality and a lowered resistance to disease are among the other evils that result from want of fresh air. It has been ascertained by experiment that the air of a poor cottage with poor ventilation was able to preserve unchanged the virulence of tuberculous sputum for two or three months at least but the same sputum exposed for less than two days in a well-lighted and well-ventilated house entirely lost the power of communicating the disease to guinea pigs by inoculation. Apart from the direct effects of absence of ventilation and light on the life of pathogenic organisms there is no doubt that defective light and air tend to devitalise the occupants of such houses and render them more ready victims of infection.

5. The factors inimical to the health of the adults are equally dangerous to the young child and to the child attending schools. Bad housing conditions are thus also responsible for a high infantile mortality.

6. It will be clear that the improvement of badly ventilated houses is a matter calling for early action by all local bodies. It is a duty which is certainly more important than the preservation of cleanliness of streets and the maintenance of external sanitation in the local areas.

7. Government may not be unaware that while I was Health Officer, Mysore City, I arranged to fix over 7,000 windows to ill-ventilated houses in the several parts of the City, in the course of about six months. This was done without any aid by the Municipal Council and without any special funds placed at my disposal. Windows of different sizes were obtained from one of the local contractors and stocked. The Sanitary Inspectors made out a list of the houses that were badly in need of windows. I visited the houses and advised the occupants to have a certain number of windows fixed, offering to give them the windows, subject to adjustment of cost later on. The offer was, as a rule, readily accepted and there was little or no trouble in recovering the amounts for payment to the Contractor. There is no doubt, that this measure is bound to have had an appreciable effect on the general public health of the localities, which can be gauged only after sometime. I have already commenced to introduce the above improvement in the Bangalore City and expect a large number of windows to be inserted soon under my personal supervision and responsibility.

8. During my inspections of towns during the last two and a half years, I have been endeavouring to enlist the active consideration of the Municipal Councils in regard to this very important matter. The results so far have been very encouraging. The Municipal Councils of Tiptur, Chamrajnagar, Davangere and Malur have cordially responded and already a number of windows have been secured by the Municipalities of Chamrajnagar and Malur. The measure has also met with public appreciation and a few influential gentlemen have voluntarily come forward with offers to give an advance in the form of loan. to informal working Committees of

the Councils, to meet the initial cost of windows. Nevertheless, it is essential for successful work, that the procedure should receive the approval of Government and be placed on a recognised basis.

9. To the possible objection that the owners of houses may legally be required by the Municipal Councils to insert windows to ill-ventilated houses, I may say that no section of the Regulation authorises such procedure. I am insistently bringing to the notice of the Councils the necessity for strictly applying the health clauses of the Municipal Regulation with a view to secure sanitary improvement and have issued detailed practical instructions on the subject. But this matter of inserting windows cannot be dealt with in the same manner, although in importance it far outweighs every other improvement provided for in the Municipal Regulation. Hence the necessity for special action in this matter.

10. With a view to facilitate work, I would recommend that Government may be pleased to authorise local bodies to draw in advance out of their funds a sum not exceeding Rs. 200 in the case of the smaller Municipalities and Rs. 400 in the case of larger ones, for purchase of ready-made windows. The windows will be issued to persons who are advised to improve ventilation in their houses and the cost will be recovered either in a lumpsum or in two or three monthly easy instalments, at the discretion of the Municipal Council. The chief merit of the scheme is that windows will be carried to the very doors of the people, which is a very important consideration. Very often, it is not the apathy of the people that stands in the way of effecting improvements but the lack of practical facilities such as the one now suggested. By the local bodies ordering for a number of windows to be made at a time, the cost is reduced to a minimum and the owners of houses are saved the trouble of procuring the necessary timber, bars and above all, workmen to make the windows.

11. It is hardly necessary to say that the initial advance would just enable the work to be started and may not cover the cost of providing *all* the ill-ventilated houses in the area with windows. The local bodies may therefore, after recouping the previous advance either partly or fully be empowered to draw fresh advances as frequently as necessary, according to the actual demand that exists for additional supply of windows. But the total amount outstanding at any time need not exceed the minimum proposed above.

EDUCATION.

Foreign Scholarships.

In the course of discussion of the Budget during the Birthday Session of the Representative Assembly in June 1921, a representation was made that a sum of about one lakh of rupees was being spent on account of foreign scholarships every year and that in future such scholarships may be granted only by way of loan.

As a certain number of Damodar Doss free scholarships will be available every year the Government consider that in view of the present financial stringency, the large amount devoted towards the grant of foreign scholarships may advantageously be utilised for meeting more obligatory demands. They are accordingly pleased to direct that, until further orders no foreign scholarships debitable to State Funds shall be granted as free scholarships granted from State Funds shall be treated as loans recoverable under rule XV of Foreigh Scholarship Rules. The Government Order of 25th May 1920, will be modified accordingly.

G. O. No. 3053-103—Edn. 17-21-21, dated 7th February 1922.

Grants-in-aid to Hostels.

Draft of Revised Rules.

The following draft of revised rules relating to Grants-in-aid of Hostels is published for general information :—

Grants-in-aid to Hostels.

A. General Rules.

I. The Inspector-General of Education shall have powers to sanction grants to hostels. Before approving any grant he should satisfy himself as to the financial stability of the hostel.

II. Grants will be given subject to the following conditions :—

(*a*) The institutions shall be subject to Departmental supervision and all regulations issued by the Department for enforcing discipline, etc., among the students should be complied with.

(*b*) The management should undertake to abide not only by the Rules current at the time of recognition, but also such rules as may be subsequently prescribed.

(*c*) Students should not be lodged two by two in each room. As a rule, every room should accommodate three or more boarders. Wherever possible, students of the same grade of education may be grouped together.

(*d*) A duly qualified Educational Supervisor should be appointed with the approval of the Department.

(*e*) A hostel which has a strength of less than 15 boarders is not as a rule entitled to any grant. The Inspector-General of Education may however fix a lower minimum for hostels intended for educationally backward communities or situated in localities backward in education.

III. Applications for aid should be sent in the prescribed form to the Circle Inspector of Education. All such applications should be sent at least three months before the date from which grant is sought for with all the details regarding organisation and expenditure.

IV. The approval granted to the opening of a new institution shall lapse unless the institution is started within two months of the date of notice of such approval to the applicant.

V. In the event of refusal by the Inspector-General of Education to sanction a grant an appeal shall lie to Government.

VI. When any hostel has ceased to fulfil the conditions of aid, the Inspector-General of Education shall withdraw the grant from such institution.

VII. A hostel from which the grant is withdrawn as mentioned above shall not be restored to that privilege until it has been certified by the Circle Inspector of Education that the defects have been remedied and that in all other respects the hostel fulfils the necessary conditions.

VIII. In hostels aided by the Department only students studying in Government or aided institutions should be admitted as boarders.

IX. Hostels should never be allowed to do duty for hotels, by admitting persons other than students as boarders; provided however, that parents and guardians visiting boarders may be allowed to stay for a short time, such stay exceeding three days being subject to the permission of the Warden. Subject to the previous permission of the Warden or Manager, guests may also be admitted for not exceeding three days; but such guests should pay for their boarding 50 per cent more than the student boarders.

B. Educational Supervisors.

X. (i) The Supervisor should look after the studies and work of the boarders for 2 hours every day except on Sundays and should also visit the hostel for a short time in the evenings.

(ii) He should also organise games and pastimes of a healthy character among the boarders.

(iii) He shall also look to the discipline of the boarders and report either to the Manager or the Circle Inspector, when necessary.

(iv) Generally a teacher of the local Government school with sufficient qualifications should be selected as Educational Supervisor. A Scout with the above qualifications is preferable.

(v) Three months before the close of each official year, proposals for appointing a new Supervisor or for renewing the appointment of the existing one should be sent up to the Circle Inspector concerned, who shall thereupon obtain the orders of the Inspector-General.

C. Grants-in-aid.

1. Subject to the foregoing conditions, grants will be sanctioned for the purposes and at the rates mentioned below, due regard being had to the need for the hostel and to the funds available :—

1. Supervision.—The full cost of educational supervision not exceeding Rs. 20 per mensem.

2. Establishment.—One-half of the pay of the Warden not exceeding Rs. 10 per mensem.

3. Equipment.—One-third of the cost of articles of furniture and equipment of hostels approved by the Department.

4. Construction or purchase of buildings.—Half the estimated cost under the following conditions :—

(i) Plans and estimates of the buildings proposed to be constructed should have been previously approved by the Department.

(ii) In case the building whether wholly or partly is at any time diverted for any purpose not approved by the Department, the Department shall have the right of claiming a refund of its grants or of purchasing the building at a fair valuation to be determined by a committee composed of a representative of the private agency concerned, the Public Works Department and the Education Department after deducting 50 per cent of such valuation or an amount equal in ratio to what the grant bore to the (original) estimated cost of the buildings on which the grant was given.

Note.—The Government contribution towards the cost of the building will be subject to a maximum of Rs. 25,000.

5. Annual maintenance of buildings.—In respect of buildings which are owned by the management an annual grant not exceeding Rs. 100 per year for repairs.

6. Rent for buildings.—One-half of the reasonable rent in the case of hostels located in private buildings as determined by the Education Department such grant not exceeding Rs. 2 per boarder per mensem.

II. Grants will, as a rule, be current for a period of three years, but they are liable to be withdrawn or reduced at any time if the hostels are not working satisfactorily.

III. In the case of hostels attached to Training Institutions and hostels intended for girls and pupils of the Depressed Classes, the grant may be increased up to the full cost of establishment and rent

AGRICULTURE.

Loans for the purchase of Agricultural Implements.

RATES OF INTEREST RAISED.

The rate of interest in the case of money due on account of implements issued under the Hire-Purchase System will in future be raised from 5 to 7 per cent in ordinary cases, the rate of penal interest on outstandings which are overdue being 9 per cent.

In the case of the loans for which the rate of interest was enhanced in the Government Order of 8th September 1921, the enhanced rate will have effect in the case of loans issued after the date of the order and not those already sanctioned but falling due after the said date.

G. O. No. L. 3762-3—*A. & E.* 124-21-2, *dated* 29*th December* 1921.

Establishment of a silk filature.

GOVERNMENT ORDER.

The following are the main proposals of the Director of Agriculture in Mysore in connection with the establishment and working of the Filature :—

(i) that a sum of Rs. 35,784 may be placed at the disposal of the Superintendent of Sericulture for being utilized as working capital ;

(ii) that an establishment at a total cost of Rs. 9,000 per annum may be sanctioned ;

(iii) that a sum of about Rs. 1,000 may be granted for the purchase of furniture and Rs. 500 for erecting a shed for the watchman on the rear of the Filature main building ;

(iv) that the system of accounts proposed by the Superintendent of Sericulture may be approved ;

(v) that the whole of the Exhibition building at Mysore except the rooms occupied by the offices and the workshops of the District Superintendent of Industries may be handed over to the Sericultural Department for the location of the Filature.

As regards the first proposal referred to above, the Director of Agriculture states that there are no funds in the budget of the Sericultural Department to meet the charges required for the working

capital and suggests that as the working of the Filature is sure to yield a good return, the amount required might be provided from the sums collected in the recent State Loan. After a careful consideration of the matter, Government are of opinion that, as the concern is in an experimental stage, the amount necessary for working it should be given as an advance to begin with. A sum of Rs. 10,000 has already been ordered to be granted as an advance for the purchase of cocoons in Government Order No. L. 4000-1—A. & E. 118-21-5 dated 13th January 1922. The balance of Rs. 25,784 will be placed immediately at the disposal of the Superintendent of Sericulture and treated similarly.

The establishment proposed by the Superintendent of Sericulture for the working of the Filature appears to be moderate and reasonable and sanction is accorded to the same.

Sanction is also accorded to the proposal for the grant of Rs. 1,000 for the purchase of furniture and Rs. 500 for erecting a shed.

As regards the system of accounts, Government agree with the Comptroller in thinking that a detailed discussion of the forms to be brought into use is not necessary at this stage. They are however pleased to approve of the following proposals of the Comptroller in this behalf :—

(1) The Cash Book should have separate columns for amounts to be drawn from the Treasury and for amounts remitted to it. It should have columns for "Sales Ledger" and "Purchase Ledger" with one for Ledger Folio to facilitate compilation of accounts. Receipts and payments may be entered on opposite pages in the book. It is necessary that the forms should provide in every case for cross references being noted.

(2) The accounts of the Filature should be inspected by an Auditor of the Comptroller's Office a month or two after the work is started so that improvements in the forms in use or abolition of any found superfluous may be suggested, the books being in manuscript till then.

(3) Methods of drawing funds from the Treasury and making remittances thereto should be similar to what obtains with regard to the concerns of the Industries and Commerce Department.

As regards the accommodation required for the location of the Filature, the Director of Industries and Commerce is of opinion that, as the Filature is to be a Commercial Concern, it is not desirable to give it any free building as by any such concession it will not be possible to arrive at any correct figures regarding the commercial possibilities of the Industry and proposes that a suitable rent may be charged for the building. Government agree with the Director and direct that arrangements be made to hand over all the available rooms in the Exhibition building at Mysore to the Director of Agriculture and take necessary action about fixing a suitable rent in consultation with him.

The Director of Agriculture states that the Industrial Museum now located in the Exhibition building being very far from the City,

it is not serving a useful purpose and suggests that the rooms occupied by it may also be made available for the Filature. Separate orders will issue on the subject in due course.

The other proposals regarding division of work, etc., are generally approved.

The Director of Agriculture is requested to submit a quarterly report on the working of the Filature with a correct balance sheet.

(G. O. No. L. 4301-3—A. & E. 118-21-8, dated 2nd February 1922.)

The Agricultural Department.

GOVERNMENT REVIEW ON THE ANNUAL REPORT FOR 1920-21.

Scientific Sections.—The various scientific sections attached to the Department, namely, Chemical, Mycological, Entomological, and Botanical, have all turned out a fairly good amount of work during the year, all the sections having been placed in charge of the Chemist Mr. H. V. Krishnaiya with a view to decentralise some of the work of the Department and to enable the Director to devote more time and attention to the practical questions relating to the improvement of agriculture in the State.

Among the items of work carried out in the *Chemical Section* during the year may be mentioned experiments on the water requirements of ragi, jola and sunn hemp and on the suitability of the different nitrogenous manures, a study of the methods of conserving cattle manure; and a study of the effects of different manures on the progress of the Spike Disease of Sandal and of the effect of injecting various salt solutions into diseased and healthy trees.

The most notable work carried on in the *Mycological Section* during the year was that relating to *Kole Roga* of Arecanut in connection with the prevention of both of which the use of sprayers is being popularised among the owners of Arecanut gardens.

An interesting item of work carried out in connection with the *Entomological Section* during the year was the import from the Hawaii Islands of live specimens of the Lantana Seed Fly whose introduction is expected to check materially the spread of lantana on pasture lands and keep it under control. Other items of work under this head included the destruction of the red-headed *Kambli Hula* in several villages of the State besides experiments in respect of coffee borer, sugar-cane borer, citrus tree borer, mango hoppers, paddy and castor semi-looper and the Rhinocers beetle attacking cocoanut and date trees.

Work done in the *Botanical Section*, included the selection of a high yielding strain of ragi and the production of two high yielding varieties of sugar-cane, the extensive use of which is expected to

contribute largely to an appreciable increase of these two important crops in the State. Other important work conducted in this Section related to the production of improved seeds of cotton.

The work on the four Experimental Farms at Hebbal, Babbur, Marthur and Naganhalli was on the whole, satisfactory.

Notable among the items of work carried on at the *Hebbal Farm* were the rotation of ragi with groundnut which has proved very advantageous, tests of ragi varieties, use of commercial fertilisers for ragi crop, use of *honge* cake for sugar-cane which has proved profitable, and planting of sugar-cane in rows 3 and 4 feet apart which gives better results than closer planting.

Work on the *Babbur Farm* was rather poor the results of sugar-cane growing as well as cotton and jola crops being quite disappointing.

A considerable number of sugar-cane and paddy varieties are under test on the *Marthur Farm*. The Areca Drier continued to work satisfactorily and the making of ensilage from Malnad grasses is reported to have been taken up by a number of agriculturists.

More than half the area of the Naganhalli Farm has been levelled and made irrigable and the first crop of sugar-cane since the establishment of the Farm has been planted over an area of 14 acres. The remaining area is expected to be levelled and made irrigable during the coming year.

District work in Popularising Improvements.—Paragraphs 47 to 67 of the report give an interesting account of work done in this direction during the year which goes to prove beyond doubt the incorrectness of the view held in some quarters that the benefits of the Agricultural Department are reaching only a very insignificant number of agriculturists. That the actual demand for improved implements and spare parts during the past ploughing season far exceeded the estimates of the Department is in itself a healthy sign as it goes to show that, as a result of the propagandistic work carried on by the Department, even the most conservative raiyats have come to realise the benefits of using improved implements for agriculture.

From the details furnished in the report, it is seen that the total sales of improved implements amounted to Rs. 49,518, as against Rs. 40,812 in the previous year, implements to the value of Rs. 3,193 being issued under the hire purchase system against Rs. 1,809 in the previous year and also that 1,056 ploughs, 111 cultivators and harrows, 49 sugar-cane mills and 3,914 other implements and spares were sold to raiyats during the year, the total number exceeding what was sold during the year previous by 59 per cent. Emphasis is rightly laid in this connection on the well-known fact that orders placed with foreign firms for improved ploughs and other implements take an inordinately long time to be complied with and the difficulties experienced in the supply of improved implements could be overcome only when they are manufactured on a sufficiently large scale in India. It is hoped, that, when the financial conditions improve, it will be possible to allot larger funds for the purchase of improved implements and spare parts

so that larger quantities may be indented for and imported sufficiently in advance of the ploughing season for supply to intending buyers.

It is gratifying to note that, although the price of oil cakes was for a good part of the year at least fifty per cent higer than it had been in the previous year, considerable quantities of the same were purchsed by the raiyats both through the Agricultural Department as well as direct for being used for sugar-cane crops. It is equally gratifying to note that the use of commercial fertilizers is also spreading in respect of such crops as paddy, cocoanut, areca and potatoes and special efforts are being made for popularising a variety of the high yielding strain of ragi known as H22 as a result of which an area of approximately 7,500 acres has been brought under this crop as against 1,400 acres during the previous year. Improved varieties of sugar-cane seed were also distributed and it is estimated that 2,500 acres are now under these higher yielding varieties. The area under groundnut is rapidly increasing after the close of the war and the work of popularising this crop in rotation with ragi is being attended to by the Agricultural Inspectors. Among other items of work carried out in the Districts may be mentioned the general assistance given to owners of estates in planning their agricultural operations, the popularisation of the Areca Drier in the Malnad and the storage of fodder in silopits.

Work of the Department in conjunction with Co-operative Societies.—Fifty-five Co-operative Societies took an important part in distributing seeds and manure as well as in other work in connection with agricultural improvement. The Director very rightly attaches great importance to the useful part played by such societies in helping the Department in extending the use of improved implements, seeds, and manures, and in popularising improved methods of cultivation among a large number of raiyats in the State. Government trust that, with the co-operation of the Registrar of Co-operative Societies, the number of such societies will show a marked increase in the coming year.

Agricultural Engineering.—The new plough designed by the Agricultural Engineer in the previous year for being adapted to local conditions was found on trial to have certain defects. These defects are said to have been remedied and a modified model has been prepared for trial which is expected to prove satisfactory. Tractor trials were conducted with an Austin Tractor on light land on the Hebbal Farm, on heavier sugar-cane land on the Babbur Farm, and on dry black cotton soil and the results were satisfactory, but the cost of operation was high. It was found that the Tractor might prove suitable for use on irrigated land and lighter soils, but it is distinctly too light and too low-powered for heavy black cotton soils. The Agricultural Engineer attended to the testing and trying of modifications of the Areca Driers and to modifications of jaggory boiling furnace.

Agricultural Education.—A fairly good amount of work was turned out during the year in the two Agricultural Schools at Hebbal and Chikanahalli. The three years course sanctioned by Government was commenced during the year in the Hebbal School in which there were in all 26 students at the end of the school year and seven students passed in the final examination out of nine in the class.

In the Chikanahalli School, there were fourteen students, all of whom passed the final examination and the amount of scholarships tenable to these students was raised from Rs. 8 to Rs. 10.

Live Stock Section.—Mr. Davison, the Live Stock Expert toured in all the districts of the State and visited all the typical agricultural areas except the extreme malnad with a view to gain a first hand knowledge of the live stock situation in the State. As a result of his studies, he has formulated several schemes for the improvement of live stock in the State, of which the most important is that relating to the formation of a special herd of 1,000 Amrut Mahal Cows with the required number of bulls so that it might eventually be possible to supply strong and sturdy breeding bulls to every village in the State and thus bring about a marked improvement in the draught cattle in the State. Among other important items of work carried on by the Live Stock Expert during the year may be mentioned the improvement of the Mysore Palace Dairy at Rayankere by the import of 35 Scindi Cows from Karachi and two Holstein Bulls of the very best milking strain from America; the introduction of a scheme of circuit bulls for improving breeding work in the interior parts of the State; the popularising of the new system of castration to weed out bulls unfit for breeding work in villages; and the improvement of the sheep farm. It is now two years since Mr. Davison took charge of his duties as Live Stock Expert and Government trust that within the remaining period of his service, he will give the State the benefit of his advice and contribute materially to the improvement of cattle which is the main stay of the raiyats.

General.—In the review for the previous year, the Director was requested to submit proposals for encouraging the use of the Library attached to his office by the public and constituting a section of his office to serve as a Bureau of agricultural information. These proposals have not been received and their submission may be expedited.

Government are pleased to note in conclusion that the department continued to be efficiently administered during the year under the able guidance of Dr. Coleman.

G. O. No. L. 4734-93—A. & E. 59-21-3, dated 20th February 1922.

INDUSTRIES.

Government Review on the Report for 1920-21.

Industrial concerns under the control of the Department.—The number of industrial concerns managed by the department continued to be the same as in the previous year. The Government decided to transfer the Metal Factory to a private agency in the latter part of the year and the final transfer of the concern to a syndicate was completed with effect from 1st August 1921.

Government have reviewed the financial working of the concerns on the periodical audit reports submitted by the Comptroller. These audits have disclosed the necessity of effecting improvements in the business side of the concerns, such as the purchase of raw materials and sale of output to the best advantage. Government are glad to observe that these matters received greater attention during the year.

Central Industrial Workshop.—In the Central Industrial Workshop 1,075 orders out of 1,300 received were executed. The value of work done was Rs. 1,23,707 and the sales amounted to Rs. 1,13,441. In addition to the manufacture of simple machinery certain new lines of work, such as the building of flour mills, sandalwood chipping machines, etc., were attempted.

The Government have again to observe however that the workshop has not been turning out sufficient work to leave an adequate margin of profit, nor has its management been so far able to show a clear balance sheet. The question whether the concern should be continued in its present form, and if not, what changes are called for in its present organisation and scope of work is now engaging the attention of Government.

Government Soap Factory.—It is gratifying to note that both the washing and toilet soaps manufactured by the Soap Factory have established a firm reputation in the market. The output of washing and toilet soaps amounted to Rs. 51,489 and Rs. 50,306, respectively. The demand for the soaps being steady, the result of the year's working would have been satisfactory, but for the sudden fluctuations of the market in the latter part of the year and the high prices at which raw materials had to be purchased and stocked which caused the factory to work at a slight loss. Government have since decided to continue the factory under their own management with a view to developing the concern by erecting and working the newly received glycerine extraction plant which, along with the manufacture of soaps, is expected to show a substantial profit in the working of the factory.

Metal Factory.—The total output of the factory during the year was valued at Rs. 1,08,927. Certain new machinery ordered for the factory was received during the year, but pending the transfer of the concern to a private agency was not erected.

Art Workshop.—The Government are glad to note that the Art Workshop is being developed on satisfactory lines. The value of manufactures during the year amounted to Rs. 73,507 as against Rs. 34,000 in the previous year. The Director states that the furniture manufactured in the workshop was in great demand and that sales to the extent of over Rs. 45,000 were effected in this section alone.

The institution employed 227 men and 90 boys were under training in the several branches, while 46 boys have completed their training since the institution was started and are either engaged in the workshop or in their own business.

Weaving Factory.—The work done in the Weaving Factory continued to be popular. As a result of continuous experiments several improvements in reeling and twisting and new designs for cotton and silk goods were introduced during the year. Government note with satisfaction that several improved designs of machinery newly introduced in the factory are in great demand in similar institutions outside the State.

The output during the year amounted to Rs. 92,118 as against Rs. 58,583 in the previous year.

Special attention was paid to the sales organisation. The working of the local sales depot was placed on a better basis and arrangements made for a vigorous system of advertising. A separate agency has been organised for introducing silk goods manufactured in the factory into the English market.

The work of demonstration in the districts was prosecuted vigorously as usual. Improved looms and loom parts of the value of Rs. 22,638 were supplied to the handloom weavers throughout the State. Though the demonstration classes started two years ago were abolished as a measure of economy, about a dozen students continue to receive training in the factory.

The Art and Crafts Depot.—Continues to be useful to the artisans distributed or engaged in such art industries as ivory-inlaying, sandalwood carving, laquerware, etc. The Government regret to observe that the institution has yet to prove a self-supporting one. The transactions do not appear to be as brisk as they should be and the year has closed with a large stock of goods on hand of the value of nearly Rs. 67,500. Government await the Director's proposals about opening sale centres in Bombay and Calcutta with a view to introducing the local manufactures into wider markets.

Home industries institutes.—Owing to the institutions having continued to work at a loss from year to year, the difficulty of obtaining competent men to be appointed as experts to teach home workers and the necessity for retrenchment in expenditure in all directions, Government decided to close the Home Industries Institutes at Bangalore and Mysore with effect from the 1st June 1921.

Sugar installations.—The Government regret to note that all the four sugar-cane mills installed by the department are in a moribond condition. The main difficulty in working these mills successfully has all along been a lack of organisation on the part of the raiyats to bring cane in sufficient quantities and at sufficient intervals to the mills. To obviate these troubles and to demonstrate the results of the improved methods, the Director advocates that the Department should be permitted to purchase the standing cane crop, deal with it and dispose of the final product. This however would involve provision of a large working capital which the Government would wish to avoid. The Indian Sugar Committee are of opinion that improved methods of milling cane are essential if there should be any considerable development in the Jaggory Industry. Government will therefore be glad if renewed efforts are made by the department to establish power mills as a financially sound undertaking. A further investigation of the matter to this end is very necessary. It is possible, that the reluctance of the raiyats to bring cane to the mill is due to the low cost of manufacture according to their own methods as compared with the charges demanded by the Government installations. This would suggest a need either of change of locality or a reduction of the cost of working by the adoption of improved methods of the Sugar Mill and furnace, as recommended by the Committee. Government desire to invite the attention of the Director to these recommendations of the Sugar Committee and request that he should bestow special attention on the working of these installations during the next working season.

District Industrial Workshops.—The Workshop at Shimoga turned out work of the value of about Rs. 3,495-9-6 during the year. It is reported to be of much help to the local agricultural population and other minor industrial installations. Similar workshops at Tumkur and Kolar are being rapidly completed and are expected to start work soon.

Industries under investigation.—The services of the Industrial Geologist could not be fully utilised during the year. He was engaged in prospecting for bauxite, refractory clays and corundum. Government decided to transfer the right to work the several kaolin deposits located by this officer and reserved for the Industrial Department to a private concern under certain conditions and invited applications therefor. These concessions have since been sanctioned in favour of Messrs. V. Manickavelu Mudaliar & Sons.

Experiments were continued in the Soap Factory in the extraction of essential oils required for the manufacture of toilet soaps and perfumery. The Mysore Development Syndicate are also engaged, with certain concessions granted by Government, in manufacturing essential oils from Rosha Grass and Vetivert.

Large State-aided concerns.—The Director's report on the working of the larger industrial concerns in receipt of State-aid is awaited and will be reviewed separately. Government consider it sufficient to remark here that steps should be taken to safeguard the heavy advances made to the Mysore Economic Union and to recover the

instalments of loans that have readily fallen due from the Art Litho Press. It is also necessary to place the Tirthahalli Tile Factory on a sound working basis now that the Department continues to be responsible for its management for another year.

Assistance to private enterprise and administration of taccavi loans.—Hire purchase and taccavi loan applications amounting to Rs. 40,130 and Rs. 15,000, respectively, were sanctioned during the year. The total amount of loans sanctioned from the commencement of the scheme to the end of the year is Rs. 7,36,339-0-11. The recoveries during the year amounted to Rs. 70,697-15-6 towards principal and Rs. 11,943-10-3 towards interest. There is still a heavy balance of Rs. 89,848-2-4 out of current demand to be recovered. As a result of financial stringency, Government have found it necessary to restrict the grant of these loans though financial assistance will continue to be rendered in deserving cases.

The total number of installations of machinery erected wholly or partly with departmental help is 182. There has been much adverse criticism by the public as regards the working of some of these installations. The Government observe that the causes that have led to the installations not having proved as successful as was anticipated are briefly analysed by the Director in his report. The matter, however, deserves a more detailed examination by the Department and the precise reasons for defective working in each particular case or classes of cases should be published for the information of the present and future owners of such power installations. The report on the detailed investigations already started by the Director at the direction of the Government is awaited.

Out of the 33 new installations of machinery undertaken by the Department during the year, 22 have been satisfactorily completed. The Tile Factory at Kolar, the Cotton-ginning Mill at Chitaldrug and three Rice Mills at Challakere and Sagar were among the larger installations undertaken.

Work in the Districts.—The Government observed in their review of the administration of the Department last year that work in the districts should receive greater attention on the part of Department. Though there has been some activity in the several districts special efforts are necesssary to ensure a systematic and continuous development of big and small industries suited to local conditions and for which there is enough scope.

During the year a few concerns of some magnitude have been started by private enterprise of which mention may be made of the following :—

The Mysore Industrial Bank.
The Mysore Mining Industrials.
The Gunjur Fibre Works, Limited.
The Sri Krishnarajendra Cotton Mills, Limited.
The Minerva Cotton Mills, and one or two Tile Factories.

It is satisfactory to observe that a number of small industries using electric power are slowly springing up in the Cities of Bangalore and Mysore.

Work done by the Commercial Section.—As usual, the section issued the annual review of the rail-borne statistics, a statement of general level of prices of principal commodities, and compiled weekly statements of wholesale and retail prices of certain food articles in Bangalore and Mysore Cities.

Government have reason to belive that the Commercial Museum is not being made use of by the mercantile community to the extent desired. In order to place it on a more satisfactory basis and within the reach of the commercial community, Government have called for proposals for removing the Museum to Bangalore and to stock it with samples of goods manufactured both in and outside the State, on a larger and more systematic manner so as to admit of a comparative study of the exhibits.

The work done so far by the commercial section does not justify its creation as a separate section of the Department. The Government desire once again to lay stress on the necessity for the Commercial Section to strictly follow the programme of work already laid down both for the Deputy Director of Commerce and the Commercial Assistants working under him so that continuous attention may be paid to development of the internal and external trade of the State, the introduction of better business methods and practices among the merchant community, the creation of wider markets for local products, etc.

Conclusion.—Government have read with interest the concluding remarks of the Officiating Director, Mr. C. S. Balasundaram Iyer, on the work done by the Deparment since its inaugaration eight years ago and on the lines on which future work might be attempted. The work of the Department during the year was restricted to a large extent by the general financial stringency. The present financial situation renders it all the more necessary to carefully consider the question as to how to untilise to the best advantage the limited grants that can hereafter be made available for industrial development In future private capital and enterprise will have to be enlisted on a more extensive scale in starting large industrial concerns in the State Though signs of such industrial awakening are not wanting, there are tracts in the State which are in urgent need of development and equally large resources which are only waiting to be utilised more largely than hitherto. The question of placing the department on a more satisfactory basis is now engaging the attention of Government. With a more efficient organisation it is hoped that the new Director Mr. P. G. D'Souza will concentrate all his efforts in showing tangible results in all directions keeping in view the possibilities of expansion and development within the limits of the annual budget grants.

The Government wish to take this opportunity to place on record their appreciation of the good work done by the late Director of Industries and Commerce, Mr. V. Rangaswami Iyengar during the period he was at the Head of the Department.

(G. O. No. I. C. 1051-113—I. & C. 90-31-3, dated 5th January 1922.)

The Director's Report.

The Department of Industries was created just eight years ago and it must be said that during this period it has done some solid work and its activities have attracted a certain amount of attention outside the State. It may be mentioned, and a reference to the Industrial Survey will bear this out, that prior to the creation of the Department, the only large industries in the State, besides the Gold Mining Industry on the Kolar Gold Fileds, were the two cotton mills in Bangalore and a few gins and presses at Davangere and the number of other power consumers was only 26. To-day we have several large industrial enterprises worked both by the State and private individuals and the number of small power consumers is over 250. At all the headquarter towns except Hassan, there are one or more power installations, and in the rural parts of all the districts machinery of one kind or another driven by power has been set up. Motor transport for passenger traffic is developing in several parts and bring the rural public into quicker touch with the larger centres of activity It is a very hopeful sign that a large number of people are thus getting acquainted with the use of machinery and mechanical power and even though a certain number of inevitable failures and setbacks occur there is every perceptible indication of a desire for industrial progress on the right lines.

It is, I think the duty of the Department of Government to foster this desire and guide it properly so as to achieve substantial results.

Government in their Order No. 1090-14—1 & C 48-17-1, dated 1st August 1917, reorganised the department placing it on a permanent non-pensionable basis and also laid down a large programme for the work of the department.

The department's activities may be broadly classified under three main heads, *viz.*, (i) Investigation of large Industries, (ii) Pioneering of factories and carrying on experimental work and lastly (iii) Assistance to private enterprise and administration of Takavi Loans.

The function of the department in the development of large Industrial enterprises has not been definitely laid down. In the past, the department was mainly responsible for the inception of the Sandal Oil Factory and in the other large industrial enterprise undertaken by the State, the Bhadravati Iron Scheme, the Departmental Officers assisted to some extent in the preliminary investigation and the Director of Industries and Commerce was a member of the Advisory Board for sometime. Preliminary investigations have been carried on for other large industries like paper, sugar, silk waste, utilisation and so on, by various officers and experts working in conjunction with the department. Government have tentatively, called for applications from capitalists to undertake such industries and to state what concessions they would require. I am however inclined to think that quicker and more tangible results might be achieved if Government took a more direct interest in the formation of such companies and in the raising of a certain amount of share capital in the State so as to

adequately secure the interests of Government and of local talent and capital.

The department has pioneered certain manufactures like button, pressed metalware and soap, on a small scale. The Button Factory has not proved a success. The other two have been decided by Government to be handed over to Private Agency and it must be regarded as an appreciation of our work that private capitalists have readily come forward to take over these concerns on reasonable terms. I am of opinion that this kind of work should be continued and in the place of factories now handed over, the Department should take up immediately two or three other suitable industries. It may be mentioned here that at the Conference of Provincial Directors of Industries held at Simla, great stress was laid on this kind of work and it was resolved to recommend that such work should be undertaken.

Experimental work done hitherto has been confined to jaggory boiling, manufacture of weaving appliances, and distillation of essential oils. I am of opinion that a larger amount of work ought to be done in this direction by the Department and we should also encourage and subsidise such work if undertaken by private enterprise. The formation of a Chemical Laboratory for the Department should be expedited and when fully equipped it should afford facilities for experimental and research work being done for private persons.

The system of grant of loans under the Takavi Rules has been a unique feature of the work of the department. Till now over 170 cases have been dealt with under these rules, and a sum of Rs. 7,24,336 has been granted by way of loans. In no case have we had an occasion to write off a loan nor has the security been found inadequate. In a few cases there have been failures and as mentioned elsewhere these are due to causes beyond the control of the department.

All Provincial Governments in India and other Native States are adopting our rules and it behoves us not to drop this work at this stage. It may however be necessary to define the limit for the grant of such loans by Government directly and this should, in my opinion, be ordinarily fixed at a maximum of Rs. 10,000. Financial aid to an extent above this limit should be arranged for through some banking Agency on suitable terms and subject to a certain amount of Government control.

In regard to the Takavi Loan Rules, I wish to observe that the rules regarding the grant of loans for working expenses are not operating satisfactorily and require considerable modification. In most of the cases where such loans have been given, the sums have been paid in a lumpsum to the parties and there is no means of satisfying ourselves that they have been utilised for the purpose for which they have been borrowed. It would be more satisfactory if we could advance these sums in instalments or have the same operated upon as a cash credit in a bank. This latter course will not be quite easy to work as a departmental transaction, but it may be feasible if these loans are granted through a Bank. I would therefore advocate the adoption of getting such loan work done through the Bank of Mysore

and its Agencies on the lines recommended by the Industries Commission in para 293 on page 218 of their report. The Department with the aid of the district staff would be able to keep itself in touch with the working of these concerns and can advise the Bank with reference to these concerns, whenever necessary, but the account itself will show how the party is operating on it and how far he is working in a *bonâ fide* manner.

Mysore has been a pioneer in this policy of the state initiative in industrial work and if we want to maintain our position, it behoves us to take stock of the situation and keep abreast of the times. Departments of Industries have been organised all over India. It is very necessary that the Department in Mysore should keep in touch with the other Provincial and State Departments in India and with the work done there, so as to benefit by their expeciences. This contact can best be maintained by exchange of literature, by cultivating personal relations with other Directors, and better still by the deputation of Departmental Officers to other centres from time to time and by taking some part in the periodical conferences of British India Directors to which admission should be secured through the courtesy of the Government of India. There is a great demand for trained hands and I trust that in the reorganisation of the Department which is now under the active consideration of Government all these points will be kept in view and suitable facilties given to the Department for active work.

It has to be realised that in the financial exigencies of the current year, it will not be possible to make any large developments by direct State action and it is necessary for the Department to devote attenttion to consolidating the work that has been done till now and to stimulating private effort as far as possible.

Mysore Sugar Industry.

RECOMMENDATIONS OF THE INDIAN SUGAR COMMITTEE.

1. The chief obstacle to extension of cane in Mysore is the need for perennial irrigation.

2. Extension under the Cauvery Dam Project is improbable until the second stage of the project is carried out, and even then is not likely to be rapid.

3. The limited perennial water-supply, shortage of labour and salinity in the soil are obstacles to extension under the Marikanve Reservoir.

4. The reclamation of saline lands under this reservoir should be undertaken and an attempt made to combine it with a scheme of intensive cultivation on the lines proposed for the Bombay Deccan.

5. The Suieker tank area is probably too small for development as a central factory area, but the possibilities of introducing small power gur factories should be investigated.

6. The installation of power pumping plants should be carried out either by or in close consultation with the Agricultural department.

7. A factory industry must be organised, if any material extension is to be effected and the bright agricultural outlook justifies special efforts to this end.

8. The Goribidanur taluk of the Kolar District appears a favorable tract for development on these lines.

9. The Malnad and some of the State's date palm groves may provide equally suitable areas for such development.

10. The possibility of concentrating and improving sources of irrigation in such tracts should be investigated, and suitable areas should be reserved for allotment as sugar plantations.

11. If cane growing on a plantation scale is organised in any locality, the transfer of cane research work to that locality should be considered.

12. Limitation of supplies of commercial manures is an important factor in the conduct of manurial experiments.

13. Problems of drainage, water requirements and rotations remain to be dealt with.

14. Withdrawal of the stipulation that the Babbur Farm must be run at a profit is recommended.

GEOLOGY.

Mineral Licenses and Leases.

In his letter of 4th August 1921, the Director, Department of Geology, has submitted certain proposals calculated to yield increased revenue to the Department. These proposals involve the enhancement of the rates of fees, rent, etc., now in force. Dr Smeeth, who was consulted in the matter, is of opinion that the present time is not opportune to enhance the burdens on the prospecting and mining community.

On a careful consideration of the proposals now received, Government direct as follows:—

(i) The fee for the certificate of approval will be raised from Rs. 5 to Rs. 23 and the fee for the renewal of the same from Re. 1 to Rs. 5;

(ii) as regards the fees for exploring licenses, no increase is called for, but in cases where special protection is given in respect of any mineral, an additional fee of Rs. 25 will be levied; and

(iii) As regards assignments, a fee of Rs. 5 per assignment will be levied.

With regard to the Director's proposals about the enhancement of rent on prospecting land and dead rent, Government are of the opinion that the question may be taken up for consideration some time later.

The Director, Department of Geology, is requested to submit for the approval of the Government a draft of the revised rules and forms of licenses and leases incorporating the above alterations for publication in the Gazette.

(G. O. No. I. C. 3203-4—Geol. 94-20-6, dated 1st December 1921.)

LOCAL SELF-GOVERNMENT.

Town Municipalities.

GOVERNMENT RESOLUTION ON THE REPORTS FOR 1919-20.

The number of Town Municipalities working during the year remained the same as in the previous year, *viz.*, 29.

The sanctioned number of Councillors rose from 492 to 494 of whom 98 were *ex-officio*, 170 were nominated by Government and 226 were elected by the Municipal Councils. Owing to the expiry of the term, the Municipal Councils of Chitaldrug, Tarikere, Birur, Chamrajnagar, Kolar and Chintamani were reconstituted during the year under review. The Town Municipal Councils of Chikmagalur and Kolar had non-official Presidents, 21 Municipal Councils had elected non-official Vice-Presidents, while four others had nominated non-official Vice-Presidents and the rest had *ex-officio* Vice-Presidents.

Meetings and Attendance.—The total number of meetings held during the year was five hundred and thirty-two. Of these, 64 were adjourned for want of the quorum. The Councils met on an average 16 times during the year. It is satisfactory that all the Municipal Councils held more meetings than the prescribed minimum. The attendance of both official and non-official members at the meetings was fair.

Working Committees.—Owing to the devolution of economic function on the Town Municipal Councils in their respective areas several committees dealing with education, agriculture and industries were newly formed. Many Municipal Councils have yet to constitute managing committees which are obligatory under the Municipal Regulation. The Deputy Commissioners are requested to issue suitable instructions to the Municipalities concerned to constitute Managing Committees at an early date so as to facilitate the consideration and disposal of several Municipal matters.

Rules and Bye-laws.—The Municipal Councils of Kolar, Chintamani, Nanjangud, Harihar and Davangere framed rules and bye-laws under the several sections of the Municipal Regulation during the year. Several Municipal Councils took steps to frame rules and bye-laws for the levy of profession tax and to abolish the Mohatarfa shop tax.

Finance.—The income and expenditure during the year amounted to Rs. 5,82,089, and Rs. 5,25,940 as against Rs. 4,73,566 and Rs. 4,57,940, respectively, in the previous year. The increase in the

increase was chiefly due to the active steps taken to collect the arrears by the Municipalities concerned and to the vigilance exercised in the collection of octroi. The increase in expenditure was mainly due to the grant of high price allowance to the employees on the scale sanctioned by Government.

Investment.—During the year under review, the Municipal Councils of Kolar and Bowringpet invested sums to the extent of Rs. 16,000 and Rs. 15,000, respectively, in the Government Savings Bank.

Incidence of Taxation.—The average incidence of taxation works out at Rs. 2-0-2 per head of population. It ranged from 11 annas in Doddaballapur Municipality to Rs. 5-14-8 in the Davangere Municipality. The incidence exceeds Rs. 2 in eleven Municipalities.

Demand, Collection and Balance.—The demand including the arrears of previous year amounted to Rs. 5,76 897 of which a sum of Rs. 4,59,337 was collected, leaving a balance of Rs. 1,17,360 uncollected at the end of the year. The collection work was very good in Tumkur, Chamarajnagar, Tiptur, Sagar, Chikballapur, Bowringpet, Sidlaghatta, Maddgiri, Sira and Chiknayakanhalli. The arrears in Seringapatam, Channapatna, Shimoga, Chikmagalur, Hassan, Hole-Narsipur, Nanjangud and Davangere were heavy. Strenuous efforts should be made by the Municipal Councils of those localities to collect their outstandings as they are urgently in need of funds for sanitary and other improvements.

Fresh Imposts, Abolition of Taxes, etc.—The levy of taxes on vehicles and of octroi on cocoanuts, kerosene oil and other articles in the Mulbagal Municipality was sanctioned during the year. The levy of oil mill tax in all Municipalities in the State was abolished with effect from the 1st July 1919, and with a view to regularise Municipal taxation and develop the resources of Municipalities, the levy of profession tax in lieu of the Mohatarfa shop tax and of taxes on vehicles and animals in lieu of cart tax was sanctioned during the year. It is also satisfactory to note that several Municipal Councils took steps in the direction of periodical revision of assessment on houses.

Medical Relief and Vaccination.—In the Local Fund Dispensaries and Vidyasalas in the year under review, 384,482 people were treated. The number of persons vaccinated was 6,480 as against 6,859 in the previous year. Twenty-eight midwives were maintained by Municipal Funds and they attended to 2,640 labour cases.

Public Works.—A sum of Rs. 84,650 was spent under this head as against a sum of Rs. 81,186 during the previous year. The expenditure was mainly incurred by the Civil Department on account of repairs of roads and Municipal buildings and construction of drains.

Water-Supply.—Two projects at a cost of Rs. 48,361 were sanctioned for improving the feeder to the tank and for constructing a masonry conduit for water-supply in the Chintamani Town. An estimate amounting to Rs. 8,000 for improving the water-supply to the Chamarajnagar Town was sanctioned, a moiety of cost, viz.,

Rs. 4,000 being debited to the funds of the temple at the place. A revised estimate for Rs. 1,02,622 was sanctioned by Government providing for additional fountains and house connections in the Shimoga Town, a moiety of cost being borne by Government and the balance raised by the Shimoga Municipality by floating 6 per cent debenture bonds. The amalgamation of Davangere Water Works with that of the Harihar Municipality for 18 months was ordered by Government owing to the insufficiency of water-supply in the Harihar Town. The question of financing the water-supply works of Chikmagalur, Koppa, Tarikere, Chikballapur and Tumkur was under consideration.

(G. O. No. L. 3770-81—Ml. 103-19-52, dated 29th Dec. 1921.)

The Bangalore City Municipality.

GOVERNMENT REVIEW ON THE REPORT FOR 1920-21.

The only principal event of general interest during the year was the decennial census of the City on the night of the 18th March 1921 according to which the population of the City was returned as 113,477 as against 88,651 in the previous census.

Constitution.—The number of Councillors continued to be twenty-eight as in the previous year, all of them being non-officials. Messrs. B. K. Garudachar and Mahomed Abbas Khan continued to be the elected President and the Vice-President of the Municipal Council, respectively, during the year.

Elections and Nominations.—Only one bye-election was held during the year consequent on the resignation of Mr. H. Ramiah, Municipal Councillor of the VII Division, and the vacancy was filled up by the election of Mr. K. S. Krishna Iyer, B. A.

There was also a vacancy among the nominated Councillors caused by the resignation of Reverend D. A. Rees, owing to his departure to England and it was filled up by the nomination of Reverend A. Brockbank of the Wesleyan Mission.

The total number of meetings held during the year was eighteen (twelve ordinary, five special and one adjourned) against twenty-three (twelve ordinary, nine special and two adjourned) in the previous year. The average attendance of members was 20·61 as against 15·3 in the year previous for a total strength of twenty-eight members.

Working of the Committees.—Three Committees, namely, the Managing Committee, the Municipal City Improvement Committee and the Education Committee, continued to work during the year. The Managing Committee met forty times against thirty-eight in the last year with an average attendance of 5·45. The Municipal City Improvement Committee and the Education Committee met eighteen and four times with an average attendance of 6·71 and 8·5,

respectively. Both the managing Committee and the Municipal City Improvement Committee continued to show good progress during the year, but the work of the Education Committee still continues to leave much room for improvement.

Financial Position.—The year opened with a balance of Rs. 8,77,787 made up of Rs. 7,80,000 in fixed deposits, Rs. 37,500, in Government Pro-notes and Rs. 60,287 in cash. The normal income and expenditure of the Municipality during the year were Rs. 6,57,245 and Rs. 4,99,474, respectively, against Rs. 5,68,974, and Rs. 3,89,409 in the previous year. The increase in the normal income was chiefly due to the realisations of arrears of contribution under surcharge fees on arrack and to the interest received on the investment of surplus funds in fixed deposits in the Bank of Mysore; while the increase under normal expenditure was chiefly due to the large outlay incurred on Public Works executed by Municipal Agency and to the payment of consolidated high price allowance to the members of the Municipal staff. The year closed with a cash balance of Rs 4,336 besides investments to the extent of Rs. 10,07,500 in fixed deposits and Government Loans. It is satisfactory to note that the ordinary expenditure of the Municipality was within its income and a steady improvement in the financial position of the Municipality is being maintained year after year.

Demand, Collection and Balance.—Out of a total demand of Rs. 9,78,804 including arrears of previous years, a sum of Rs. 9,01,211 was recovered leaving at the close of the year a balance of Rs. 77,048. The collections made during the year under "Assessed Taxes" were Rs. 1,61,509 representing seventy-three per cent of the total demand against seventy-five per cent in the previous year. The balance outstanding was Rs. 60,402 or 37·4 per cent of the total demand against 24·7 per cent in the year previous. Vigorous steps should be taken to collect the said arrears during the current year.

Incidence of Taxation.—The incidence of taxation per head of population as per recent census was Rs. 3-13-11 as against Rs. 5-2-0 in the previous year.

Public Works.—The total expenditure incurred during the year by the Municipal Engineering Department was Rs. 1,88,324, out of a budget allotment of Rs. 1,92,990 against Rs. 1,21,559 out of an allotment of Rs. 2,29,500 in the previous year. Among the works carried out in addition to the repairing and constructing of roads drains, etc., may be mentioned thirty-six sweepers' huts constructed on the Mysore road at a cost of Rs. 15,800. It is gratifying to note that the percentage of lapses was only 2·4 as against 6·1 in the previous year.

Acquisition Work.—Out of fifty-nine cases in which acquisition proceedings were completed and awards passed during the year, only five were referred to the Civil Court for enhanced compensation. The amount of compensation paid during the year was Rs. 15,458, and the number of cases pending awards at the close of the year was twenty-four against sixty-eight in the previous year. The Chief

Officer should see that these cases are completed before the close of the current official year.

Public Health and Sanitation.—Public Health was generally good during the year. The number of births and deaths registered was 3,487 and 3,875 against 3,690 and 3,367, respectively, in the previous year. Vaccination continued to be compulsory during the year and the number of vaccinations performed was 4,801 against 4,971 in the previous year. Of these, 3,544 cases proved successful.

Public Instruction.—The number of Municipal and Aided schools remained the same as in the previous year, *viz.*, two and six, respectively. The school fees in the two Municipal Schools were abolished with effect from 1st July 1920. The total expenditure incurred on education was Rs. 9,188 against Rs. 7,408 in the previous year. Six Municipal Branch Libraries were in existence during the year, the total expenditure incurred being Rs. 5,727 against Rs. 4,097 in the previous year.

Municipal Employees Co-operative Society.—Transactions to the extent of Rs. 6,129-2-3 took place during the year. The Society was able to declare a dividend of only five per cent during the year against six per cent in the year previous.

Bangalore City Improvements.—The Bangalore City Improvement Committee continued throughout the year and was presided over by Rajasabhabhushana Dewan Bahadur K. P. Puttanna Chetty, C.I.E. The Committee met fifteen times during the year, the percentage of attendance being 97·50.

No new schemes for City Improvement were sanctioned during the year, the only works that were in progress being the construction of the New General Market, shifting of the Bamboo Bazar and laying out of the Visveswarapuram Extension and the shop sites in the Hoskote Road. The expenditure incurred on City Improvement Works during the year was Rs. 3,04,603 against Rs. 2,45,407 in the previous year and the contribution from Government therefor was Rs. 77,000.

General.—The work of both the Municipal Council and the City Improvement Committee continued to be satisfactory, though the operations of the latter were considerably hampered on account of the prevailing financial stringency. The thanks of Government are due to the non-official President of the Municipal Council and the Chairman of the Improvement Committee as well as to the Members of the respective bodies for the continued interest evinced by them in the discharge of their duties.

(G. O. No. L. 3805-07—Ml. 101-21-19, dated 31st December 1921.)

The City Improvement Committee, Bangalore.

For several years past, the City Improvement Committee of Bangalore was under the Chairmanship of the President of the City

Municipal Council with a few Municipal Councillors and Officers of Government as members. In view of the magnitude and importance of the works that were expected to be carried out by the Committee whose total cost came to about Rs. 13 lakhs exclusive of the self-supporting projects and the drainage works, Government ordered the Committee being reconstituted as a separate body in January 1920 with Rajasabhabhushana Dewan Bahadur K. P. Puttanna Chetty as Chairman and six members nominated by Government and a Vice-Chairman and four Municipal Councillors nominated by the City Municipal Council. About the same time, Government also ordered the continuance of the Special Engineering Division for the execution and supervision of the improvement works for a further period of three years, the establishment charges being limited to Rs. 1,500 per mensem. But in view of the existing financial stringency most of the works have had to be postponed for want of funds and the allotments considerably curtailed.

The question has therefore arisen whether in view of the existing financial stringency being likely to continue for some time, it would be really desirable to keep up machinery of the City Improvement Committee distinct from the City Municipal Council in order to carry out works for which Government may not be prepared to contribute more than Rs. 60,000 per annum.

After a careful consideration of the matter, Goverument have come to the conclusion that, in view of the fact that the devising of plans for the improvement of the City has been well thought out and chalked out already and the CityMunicipal Council can very well administer the reduced grants, the further continuance of the City Improvement Committee as a distinct body is no longer necessary. They are accordingly pleased to direct that the said Committee as reconstituted as also the Special Engineering Division be wound up by the end of February 1922 and that their work be transferred to the Bangalore City Muncipal Council thereafter.

The Chairman is requested to submit before the end of January 1922 in consultation with the City Municipal Council and its President, definite proposals for the carrying on of the work of the City Improvement in the future.

(G. O. No. L. 3813-7—Ml. 171-20-3, dated 31st December 1921.)

THE PUBLIC SERVICE.

Income-Tax Department.

REVISED RULES OF RECRUITMENT.

In supersession of the rules laid down in G. O No. R. 8085-6/1. 74-20-97, dated 19th January 1921, Government are pleased to approve of the following *special* rules recommended by the Central Recruitment Board in regard to appointments in the Income-tax Department.

(1) Every person directly appointed on a salary of Rs. 50 or more in the Income-tax Department will be required to pass the Accounts (lower) Examination of the Mysore Local Service Examinations and the Book-keeping, Accounting and Auditing Examinations of the Commercial Examinations in the Junior grade, within a period of three years after appointment.

(2) Officials directly appointed shall not ordinarily be confirmed in their appointments unless they have passed the prescribed departmental tests. The Income-tax Commissioner may, however, recommend exemptions in the case of deserving officials, for the approval of Government.

(G. O. No. R. 3120-1—I. T. 26-21-5, dated 27th December 1921.)

The Depressed Classes.

PREFERENCE FOR EMPLOYMENT IN GOVERNMENT SERVICE.

Government view with sympathy the prayer of the Adi Dravida Community in the matter of giving special preference to the candidates of the depressed classes as regards appointments in the public service and direct that qualified candidates of depressed classes seeking employment in Government departments should be given the first preference.

(G. O. No. 3809-80—E. A. 41-1-1, dated 20th February 1922.)

MISCELLANEOUS.

Visit of H. R. H. The Prince of Wales to Mysore.

CLEMENCY TO PRISONERS.

His Highness the Maharaja of Mysore has been pleased to direct as an act of clemency and grace and as one of the measures for celebrating the auspicious occasion of the visit of His Royal Highness the Prince of Wales to the State, the release of a number of prisoners and the remission of a portion of the sentences of prisoners in all the Jails and Lock-Ups in the State on the 19th January 1922.

Regarding general offenders, releases and remissions will be given on the following scale :—

(i) All prisoners under sentence of one month or less who have worked out half their sentence, should be released absolutely. All prisoners of this class who have not completed half their sentence, should be granted remission of half their sentence, provided their conduct in Jail has not been bad.

(ii) All prisoners under sentence of more than one month and not more than six months should be granted remission of fifteen days provided their conduct in Jail has not been bad.

(iii) All prisoners under sentence of more than six months and not more than twelve months should be granted remission of one month, provided their conduct in Jail has not been bad.

(iv) All prisoners under sentence of more than one year should be granted remission of one month for each year of sentence, provided their conduct in Jail has not been bad.

(v) Prisoners sentenced under Chapter VI of the Indian Penal Code for offences against the State or for kindred offences and other laws, should be released or should have the balance of their sentences conditionally suspended upon an undertaking of future good behaviour.

(vi) In addition to the above, male prisoners up to a number not exceeding 10 per cent of the total number of prisoners in the State Jails at Bangalore and Mysore should be released. The selection of these prisoners should be made from among men whose conduct in Jail has not been bad, who have not more than two convictions and whose original offence was not of an organised character or of such a nature as to render them dangerous to society, or to public order, or to result, if they were released, in a renewal of blood feuds. All female prisoners, provided their offences were not of a serious nature, or who deserve clemency on account of their good conduct in Jail, of their

extreme youth at the time of committing serious crimes, or the peculiar circumstances under which they were convicted should be released, and those not released should receive remissions as above. The lists of prisoners selected for release under this clause with full particulars should be submitted for the approval of Government not later than the 17th instant.

(vii) In the case of prisoners whose sentences include fractions of a year, the remissions for such fractions may be calculated at the rate of one week for every three months. Thus a prisoner sentenced to two years and three months should get two months and one week's remission and a prisoner sentenced to two years and nine months should get two months and three weeks' remission.

(G. O. No. 3249-60—Pris. 37-1-3, dated 13th January 1922.)

Public Holidays.

Government direct that whenever the 1st January happens to be a Sunday, the 2nd of the month be treated as a general holiday in continuation of the Christmas holidays.

(G. O. No. M. 3576-636—G. M. 70-21-2, dated 17th February 1922.)

PART II.—Books, Pamphlets, etc., issued by Government Departments (Mysore).

Inspection of Masonry Works.

Numerous instances of cumulative neglect in the matter of maintaining in a satisfactory condition the bridges and culverts on importants roads, have been brought recently to the notice of the Chief Engineer. Such general neglect of masonry works has caused considerable damages, entailing heavy expenditure on repairs or renewals, which, if timely attention had been paid, could have been avoided.

Circular No. 55, dated the 18th March 1871, C. E's No. 8352-57 dated the 19th August 1916

The Chief Engineer regrets to observe that the standing orders on the subject have not been properly observed by the officers and subordinates concerned. In order to make the Sub-Division Officers who are primarily responsible for the upkeep of these works alive to their sense of responsibility in this important respect, the Executive Engineers should draw their attention to the marginally noted Circular Orders. The annual inspection of the masonry works on the roads required to be done by the Sub-Division Officers should not be reduced to one of a more routine character, but should be real and thorough.

The Executive Engineers of Divisions are at the same time, requested to give their personal attention in this respect during their inspection and see that the Circular Orders are strictly observed.

If instances of serious neglect which result in heavy damages occur in future, the Chief Engineer would be reluctantly obliged to make the officers concerned personally responsible for such damages.

(Chief Engineer's Circular No 1, dated 27th January 1922.)

PART III.—Extracts.

AGRICULTURE.

Consolidation of Agricultural Holdings.

MADRAS GOVERNMENT'S VIEWS.

Miscellaneous.

In G. O. No. 2085, Revenue, dated 6th September 1919, the Government requested the Board of Revenue to issue instructions to the Special Settlement Officer, Trichinopoly, to try the experiment of consolidating fragmented agricultural holdings with the consent of the pattadars in selected villages of the Trichinopoly District during the course of re-settlement operations. The Special Settlement Officer reports that he made a genuine attempt to persuade the raiyats to rearrange the holdings at the time of hearing objections to rough pattas but without success and that it is not practicable to carry out the experiment during the course of re-settlement operations. The Board of Revenue agrees with him.

The Government consider that so far as this Presidency is concerned the problem is beset with difficulties and that it is not capable of such an easy solution as might appear at first sight. The proposal runs contrary to the traditions and practices of the smaller holders of land. There are again cases in which sub-division is inevitable, *e.g.*, where part of a holding is transferred or a joint holding is divided among the joint pattadars. Refusal to sub-divide in such cases will result in hampering dealings in land and merely increase confusion between real and nominal owners. Legislation in such matters is out of the question, and any attempt to discourage sub-division below a certain limit by the levy of a prohibitive fee or otherwise is likely to be resented. The Government consider that so long as sub-divisions have to go on for one reason or another any attempt at consolidation of existing fragmented holdings is bound to fail and that it will serve no useful purpose to allow the time of settlement officers to be wasted over it. In these circumstances the Government accept the conclusions arrived at by the Settlement Officer which are supported by the Board of Revenue and direct that the experiment be discontinued. A pamphlet on the subject of the evils of fragmentation has already been published under the orders of the Government.

Madras Agricultural Department

GOVERNMENT REVIEW ON THE REPORT FOR 1920-21.

Agricultural Education.—The Government agree that the most notable event of the year was the change in the scheme of education at the Agricultural College, to which reference was made in paragraph 4 of the last year's review. As in the case of the Veterinary College, it has been found necessary to offer unusual attractions. The education is free and a stipend Rs. 25 a month has been sanctioned for not more than twenty students per annum. It is regrettable to find that the Intermediate candidates, whom it is desired to attract to the college, regard this stipend as a *sine qua non* and that those who originally came without stipends left the college. These conditions may improve when the agricultural carreer becomes more attractive, but its attractions can only be demonstrated by actual experience. Most new careers thrown upon to the educated class in India have to be fostered at the outset by some such means as the above.

There is a long-standing controversy in the department as to whether the college should aim at attracting the sons of agriculturists or sons of the educated, *i.e.*, usually the professional classes. The ideal to be aimed at is admittedly the attraction of the sons of agriculturists who have received the necessary general education in other institutions. This, in practice, has been found impossible. There is not a sufficient supply of such students and, so far as the diploma course is concerned, the department is forced to take pupils who do not come from families with any real agricultural traditions. The separation of the course into two different classes and the insistence on the Intermediate Examination as a condition of entry is not responsible for this result, but has, it is belived, somewhat accentuated it.

The results of the examinations were satisfactory, though the percentage of passes in the Certificate Course was less than in last year.

A formal application for the affiliation of the college to the University of Madras has now been made and it is hoped that this affiliation will become an accomplished fact before the end of the current year.

The elementary schools started in 1918 in connection with the Agricultural stations at Coimbatore, Palur and Anakapalle for the benefit of the juvenile and adult labourers continued to work during the year, but the Anakapalle School has not been a great success; the Government have directed its continuance until the opening of an Agricultural Middle School at the place.

Building and laying out of farms.—Some progress was made in the erection of minor buildings but no actual progress was made in the most urgent work of the department, namely, the construction of a new block to the college, for which work a grant of Rs. 5 lakhs has been made by the Government of India. The attention of the Public Works Deparment will be drawn to the urgent necessity of this work. Allusion has already been made above to the fact that the appointment of certain necessary experts has been delayed because

of the slow progress in the construction of this building among others.

The question of the policy to be adopted by Government in the matter of the housing of the large number of lower subordinates employed on the college estate is still under discussion.

Research and experiment.—The Government have perused with interest the account givin in section III of the report on the subject of "research and experiment" and the popularization of the results by the executive officers of the department. This section has always been of great interest as illustrating the close co-ordination of the work of each expert with that of the rest, and of the research work with the work on experimental farms. The work of the year shows progress in several directions on lines already well established.

Experiments in producing strains of high yielding paddies have already been attended with striking results and the department distributed more than 1,28,000 lbs. of seeds of different strains during the year. The Government desire that an attempt should in future administration reports be made to give some idea of the degree to which the practice of single seed planting has been adcpted in defferent districts. Considerable interest attaches to the description in paragraph 35—37 of experiments with various manures, which the Director promises to sum up in detail when they are brought to a close at the end of the current year. Some more particulars might advisably be given in future reports regarding the chemical manures, if any, the use of which the department is now definitely prepared to advocate, and the extent to which they are being bought by raiyats.

Soil surveys of Tanjore, Godavari, Guntur and Kistna have been completed and those of Malabar and Periyar tracts have been taken up. The work of biological survey of soils was commenced during the year by the newly appointed Bacteriologist.

A new line of work has been commenced in the matter of fruit culture as described in paragraph 45 of the report. The experiment is closely connected with the venture recently undertaken by the Industries Department in starting an experimental Jam Factory at Coonoor.

The experimental work, on live stock described in paragraphs 53—56 is among the most backward of department's activities and has been hampered by the resignation in November 1919 of the late Deputy Director, Mr. Carruth, and the considerable interval which elapsed before a successor could be found. Mr. Litlewood only joined late in January 1921 and little or no progress could be expected before the close of the year. The Chintaladevi Farm, it is hoped, will shortly be established on sound lines. As regards the Madras milk supply it is still doubtful whether the project for a dairy farm in Guindy will materialize, much difficulty having been experienced in obtaining the necessary land for the growth of fodder crops. The experiment with the Ayrshire bulls must, in the opinion of Government be definitely classed as a failure.

Demonstration.—This section of the report is of particular interest as it shows how the results obtained from experiment and

research are applied to the agriculture of the country. The figures given are a testimony to the energies of the district staff and will repay careful study. For example, 1415 villages in the districts of Kurnool and Bellary have had the benefits of the treatment of seed grains with copper sulphate as a preventive against smut demonstrated to them. More than three-fourths million pounds of seed of improved strains of cotton sufficient to sow some 70,000 acres have been distributed. The figures for the sale of concentrated manures also show to what extent the use of these is appreciated by the people.

CO-OPERATIVE SOCIETIES.

Co-Operation in Madras.

GOVERNMENT REVIEW ON THE REPORT FOR 1920-21.

General progress of movement.—There was increase both in the number of societies and of their members during the year but in a slightly less degree than in last year owing probably to the stringency in the loans market. The number of societies increased from 5,028 to 6,289 representing an increase of 25 per cent. The increase in the several classes of societies was as follows:—

Central banks	3
Unions	41
Non-Agricultural societies	162
Agricultural societies	1,055

Membership in the societies increased by 21 per cent. The average number of members per society fell slightly from 97 in 1919-20 to 65 in 1920-21. Agriculturists number 219,762 as against 180,612 in the previous year, while non-agriculturists rose from 106,312 to 129,489, the increase being 22 and 23 per cent, respectively. Tenant membership and field labourers increased from 25,414 and 10,636 to 31,369 and 13,283, respectively. The Panchama members increased from 22,778 to 33,409 representing an increase of 46·7 per cent.

There were at the end of the year 5,274 agricultural and 803 non-agricultural societies with 280,299 and 114,985 members respectively. The percentage of agriculturists in the non-agricultural societies fell from 7·6 to 7·4 in the year 1920-21.

The share capital, reserve fund and working capital of these societies are shown below:—

	Agricultural societies		Non-agricultural societies	
	1919-20	1920-21	1919-20	1920-21
	Rs.	Rs.	Rs.	Rs.
Share Capital	14,98,960	19,37,496	17,93,196	21,19,177
Reserve fund	9,74,441	11,00,520	4,00,783	4,97,464
Working capital ...	1,59,68,723	1,87,61,771	63,70,515	72,50,322

With reference to the remarks of Government in paragraph 3 of their last year's review, the Registrar has furnished information in paragraphs 20 and 33 of his report about the progress made by the

older societies in respect of membership, share capital and other items of working capital. It is satisfactory that the older societies are responsible for an appreciable portion of the general increase under share captial, deposits and reserve as illustrated by the following figures:—

The percentage increase in the agricultural and non-agricultural credit societies under	Share capital ..	26·75
	Deposit	11·69
	Reserve	20·34
Increase contributed by the old societies under	Share capital ..	20·23
	Deposit	11·53
	Reserve	20·08

The increase in membership in the older societies, about 10 per cent, though considerable is not in proportion to the financial expansion of the same societies.

Expansion in share capital, reserve funds and deposits.—The share capital, reserve fund and working capital in the societies increased by 59, 21 and 24 per cent respectively. The net profits fell from Rs. 4,73,662 to Rs. 3,90,357 showing a decrease of 17·5 per cent owing presumably to bad recoveries by primary societies. The total share capital, reserve fund and working capital of the societies were 64·87 lakhs, 20·77 lakhs and 490·35 lakhs against 50·25 lakhs, 17·42 lakhs and 394·25 lakhs respectively in 1919-20. The total deposits attracted by the societies amounted to Rs. 177·77 lakhs against 153·97 lakhs in the year previous.

The expansion was very satisfactory considering that the year began with unfavourable prospects for attraction of new capital and deposits. In G. Os. No. 1417, dated 2nd August 1920 and No. 1938, dated 5th November 1920, the Government approved the raising of the rates of interest throughout the various classes of societies as shown below with satisfactory results as indicated in the year's working.

	Previous rates Per cent.	Existing rates Per cent.
Interest on loans.		
From provincial bank to central bank ..	7 to 7½	7½
From provincial bank to primary societies ..	7½	8½
From central banks to primary societies ..	7½	8½
From primary societies to members ..	9⅜	10 5/16
Interest on fixed deposits in provincial and central banks.		
For deposits for one year	6	6½
For deposits over one year and less than three years. ..	6	6¾
For deposits over three years	6	7
Interest on current deposits	2½	3

It is satisfactory to note that the permission given by Government to contractors and employees of municipalities and local boards and to jail contractors to invest their security deposits in central banks has also added to the resources of the institutions.

The reserve funds of all these classes of societies rose as shown below from Rs. 17,43,161 to Rs. 20,76,745:—

	1919-20. Rs.	1930-31. Rs.
Provincial bank	1.54,978	1,81,321
Central banks	2,12,009	2,97,440
Non-agricultural societies	4,00,733	4,97,464
Agricultural societies	9,74,441	11,00,520
Total ...	17,42,161	20,76.745

The increase is 19·3 per cent as compared with 18·9 per cent in the last year and is satisfactory in the case of all classes of societies.

All the districts in the Presidency except the Nilgiris and Madras now have central banks and all the central banks with the exception of one (the Madras Christian Central Bank) are now members of the provincial bank. During the year the Trichinopoly Central Bank threw open its membership on certain conditions to primary societies in the district, thus falling into a line to some extent with other central banks.

The share capital and reserve fund in the central banks including the provincial bank amounted to Rs. 27,47,465 representing 11·6 per cent of the liabilities. Loans held at the end of the year by the primary societies from the central banks increased by over 21 lakhs. The net profits of the banks rose to Rs. 2,91,757 from Rs. 2,44,336.

In paragraph 15 of the report the Registrar alludes to the scheme of relieving the Imperial Bank of India of the work of allotting the over drafts allowed by that bank to the various central banks and transferring this work to the provincial bank. The scheme has ntailed much work on its details and is now under the consideration of the Government.

Recoveries of interest by central banks from primary societies may be described as generally fair with the exception of some half a dozen districts in which recoveries were poor. Recoveries of principal were poor in most districts with a few exceptions, the districts of North Arcot, Trichinopoly, Malabar and South Arcot showing the best results.

Recoveries by primary societies from their members.—Arrears of current interest were above 20 per cent in every district except those of South Kanara, Coimbatore, North Arcot and Trichinopoly and the percentage of arrears ranges in other districts from 20 to 57 per cent. Recoveries of arrear interest were universally bad in all districts. The recoveries of principal must also be classed as generally poor, and in several districts as bad, the districts which did best being those already mentioned.

If the facts stated above were peculiar to the year under report, or confined to those districts which suffered from a bad season, the Government would attach no great importance to these figures but the statement given by the Registrar in paragraph 21, and the facts and figures which can be drawn from previous administration reports

negative at once any presumption that bad recoveries are the result of crop failure. Not only are the recoveries inadequate in several districts where the season was normal in the year under report but the figures over a series of years indicate that arrears which accrued in a bad season are not recovered in a good one. In fact the reason for this slackness in repayment must be sought elsewhere than in any temporary cause, and some of the excuses quoted by the Registrar in paragraph 21, *e.g.*, those against Ganjam, Nellore and Tanjore, are illuminating. The fall which has occurred in the price of food grains as compared with the abnormal war prices is a natural process and the tendency will, it is hoped, continue. This fall cannot possibly be urged by primary societies or their members as an adequate reason for failing to pay their dues within the year. In fact some of the reasons put forward amount to a frank admission that the raiyats prefer to hold their grains for a possible rise rather than repay the loans granted to them on the easy terms allowed by the co-operation movement.

Slackness in repayment of principal may be due in part to the loans being given by the primary societies for an unduly short term involving too few and too large instalments of repayment, though the history of the movement renders it doubtful whether the grant of loans for a longer term would really be followed by prompt repayments of principal. In any case this defence cannot possibly be urged as regards repayment either of current or of arrear interest. (It is noticeable that when interest once falls into arrears its recovery becomes increasingly difficult. Figures of recoveries under the latter head are particularly bad.) It is observed from statement A and paragraph 16 of the report that as a result of these bad recoveries one central bank, the Godavari Central Delta Co-operative, Bank, worked during the year at a loss and that two others the Christian Central Bank, and the Anantapur Central Bank will be unable to declare a satisfactory dividend.

It appears evident that the grant of loans on easy terms to the agriculturist, which is the main object of the movement, has not weaned him from his ingrained habit of unpunctuality in repayment, in itself one of the main causes of his past dependence on the local sowcar. It is impossible for the raiyat to enjoy the advantage of loans at low interest and also the system of condoned unpunctuality in payment, and easy renewal of the bond which are the main attractions offered by the local money-lender. The co-operative movement in fact cannot be thoroughly healthy unless its members become more businesslike than at present.

The real remedy must lie in less laxity on the part of central banks and primary societies, but it is clear to the Government that the influence of the Assistant Registrars and their subordinates can also be made effective in this direction. It if hardly possible to explain on any other assumption the great difference between district and district in the matter of recoveries. The Central Bank, North Arcot, for example, shows almost a clean balance sheet both as regards

principal and interest and the results shown in this district are largely due to years of patient work on the part of Mr. Vedachala Ayyar, the late acting Registrar.

Liquidation and legal process of recovery.—The elemination of bad societies is an important factor in the healthy development of the movement; this need was emphasised by the Government in paragraph 6 of the last year's review of the report. It is now reported that 59 societies had been dissolved up to 5th October 1921 and action taken to hold preliminary inquiries in respect of 29 more societies. Also certain appeals preferred before the Government against the orders of dissolution made by the Registrar, were dismissed for want of good grounds. It is hoped that this action of the Registrar and the Government will prove useful in stimulating better work in the future.

There were 102 societies under liquidation in the year under review against 86 in 1919-20. Only ten included under the latter figure have been finally liquidated. Of the remaining 76 societies orders to liquidate were passed in 1912 in one case, in twenty cases in 1915, thirty-three in 1916, six in 1917, two in 1918, nine in 1919 and five in 1920. Steps should be taken to bring the liquidation proceedings to a close as early as possible, taking advantage in all suitable cases of the recent legislation permitting the recovery of contributions levied by liquidators under the provisions of the Revenue Recovery Act.

EDUCATION.

Public Instruction in Madras.

GOVERNMENT REVIEW ON THE REPORT FOR 1920-21.

The report submitted by Mr. Littlehailes on the state and progress of education in the Madras Presidency during the year 1920-21 opens, as usual, with a resume of the chief events of the period under report. A perusal of it discloses that the development noticed in the previous year in almost every branch of the activities of the Department of Public Instruction was kept up during the year under review. The discussions in the Legislative Council and the statistics referred to in paragraphs 3 and 4 of the report amply bear out the increasing interest evinced by the public in educational expansion. The following salient points in the report deserve special mention.

The foremost among these was the passing of the Madras Elementary Education Act, 1920, which has been specially designed to provide the much-needed acceleration in the expansion of elementary education.

An equally noteworthy event is the consideration by the Senate of the University of Madras of the report of the Calcutta University Commission. The resolutions adopted by this body are enumerated in paragraph 6 of the report. The consideration of the subject by Government has been held over pending the deliberation of the committee which the Government themselves have appointed to report on the issues arising out of the findings of the Calcutta University Commission so far as they might be made applicable to this Presidency.

Paragraph 9 of the report shows that considerable attention was paid to the subject of augmenting the supply of trained teachers.

The Government are glad to note the satisfactory progress achieved in female education and the existence of a steady and increasing demand for secondary education on behalf of girls.

The statistics relating to the education of Panchamas in paragraph 13 of the report show a marked increase both in the number of schools intended for them and in the number of those that were under instruction. The Government confidently hope that the policy of admitting Panchama pupils into schools under public management will become increasingly popular.

Among other matters may be mentioned the growth of the scout movement and the extension of the system of medical inspection of schools

Teachers in Elementary Schools.

GOVERNMENT ORDER.

Madras.

The question of the enhancement of the emoluments of teachers in elementary schools has been engaging the attention of Government for some time past. As regards schools under the management of local boards and municipal councils, the Government in paragraph 9 of G.O. No. 499, Finance, dated 1st June 1920, distinctly stated that the teachers in those schools being servants of local bodies it was obviously the duty of those bodies to find funds to pay them and that the Government could not accept any liability on that account. In view, however of the circumstance that it would take some time for the revision of the local enactments, providing for greater elasticity in the income of local bodies then under contemplation, to take effect, while the admitted inadequacy of the pay of teachers was being keenly felt, the Government authorized the payment for the year 1920-21 alone of subsidies to those bodies so as to enable them to add an allowance of Rs. 4 a month to the pay of each of the teachers in their employment. At the same time it was definitely stated that, for future years, the liabilty for the payment of similar or other allowances should be borne by the local bodies themselves. In spite of this warning and of the facilities for enhancing the local revenues since made available to them, several local bodies have represented that they are unable to meet from their own funds the expenditure involved in the continuance of the allowance of Rs. 4 to teachers and have asked that the subsidies sanctioned last year on this account should be repeated in the current and future years. The Government are unable to accept this position, nor are they prepared to admit the liability in this matter which is sought to be imposed upon them and which is one for the local bodies to adjust from among their own resources. However as it is highly desirable that the allowances given to the teachers last year should be continued in the current year and as in many cases local bodies have expressed their inability to meet the demand under this head fully the Government are prepared to sanction in the current year subsidies covering one-half of the expenditure on account of the payment of the allowance on condition that the local bodies meet the other half from their own funds other than the proceeds from the education tax. As regards 1922-23 and succeeding years the Government will be prepared to sanction similar aid subject to the funds required therefor being voted by the Legislative Council. They undertake, however, no obligation to increase the amount in future on account of increase in the number of teachers or other causes.

The Government have also received repeated representations to the effect that rates of teaching grants paid on behalf of teachers in aided elementary schools are indequate and should be enhanced. The Government recognize that simultaneously with the attempts to improve the condition of the teachers under local bodies the

emoluments of those in aided schools should also receive consideration. But this question had to be kept in abeyance for some time chiefly for want of funds. Though the financial position is much worse than was anticipated at the commencement of the year, the Government feel that if serious discontent among these teachers is to be avoided, the grants payble to the aided schools should be revised without further delay. The Government are pleased to sanction an additional grant of two lakhs in the current year for the purpose of enhancing the teaching grants for the year as shown below :—

	Existing rates. Rs.	New rates. Rs.
Untrained teachers—		
Lower elementary	48	48
Higher elementary	48	72
Secondary	48	96
Trained teachers—		
Lower elementary	76	84
Higher elementary	92	96
Secondary	168	180

As regards 1922-23 and future years the Government will be prepared to sanction similar aid up to an amount of 2 lakhs subject to the funds being voted by the Legislative Council. In the event, however, of the grant now sanctioned proving inadequate for the purpose in question, the Government do not undertake to make any further allotment.

EXCISE.

Excise Administration in Madras.

COMMISSIONER'S REPORT FOR 1920-21.

Country Spirits.

Revenue.

The total revenue derived from country spirits during the year amounted to Rs. 2,33,17,138 (2,22,51,908). The increase is made up of an increase of Rs. 23,76,292 obtained from rentals less a fall of Rs. 13,11,062 in duty owing to decreased consumption.

Supply.

One of the chief features of the early part of the year was the difficulty experienced in keeping the shops and depots supplied with arrack.

Consumption.

The number of wholesale depots was reduced by five and of shops by 38. At the opening of the year hopes were widely entertained of a continuance of agricultural and trade prosperity, the expectation of which led renters to enhance their bids even above the already high figures of 1919-20. Contrary to expectation, the consumption fell from 1,988,688 proof gallons to 1,723,868 proof gallons or by 13·3 per cent. The decrease was distributed throughout the year and was due to the unfavourable character of the season and depression in cotton, tobacco and groundnut trade. To these causes must be added during the last quarter of the year the activities of the non-co-operators and temperance workers who undoubtedly for a period and at certain centres managed to interfere seriously with the business of the liquor sellers. Pickets were placed around shops and drinkers were subjected to various forms of insult and degradation. They were excommunicated from their caste, deprived of the services of barbers and washermen, beaten, garlanded with shoes, tied to poles or driven through the streets on the backs of donkeys with their faces to the tails. It is doubtful whether the small measure of success attained by such methods as these can yield much gratification to genuine temperance reformers.

Toddy.

Revenue.

The total revenue derived during the year from toddy amounted to Rs. 2,56,49,322 (2,49,16,670) comprising Rs 1,49,87,808 (1,39,12,460) from rentals, Rs. 1,06,27,702 (1,09,96,312) from tree-tax and Rs. 33,812 (7898) from transport duty on toddy brought from Hyderabad. From 1st October 1920, the tree-tax in the Ramnad and Tinnevelly districts was enhanced by 20 per cent. The minimum selling price fixed for the sale of toddy in shops was abolished, as it was found impossible to enforce it.

Consumption.

The number of shops for the sale of toddy was further reduced from 10,741 to 10,479. The number of trees licensed for all purposes during the toddy lease 1919-20 and up to July in 1920-21 and 1919-20 was as shown below:—

Toddy year	Cocoanut	Palmyra	Date	Sago	Total
1919-20	1,243,841	806,477	1,046,844	7,022	3,104,184
1920-21 (up to July 1921) ...	1,1[illegible],241	759,262	954,775	7,000	2,806,278
1919-20 (up to July 1920) ...	1,250,128	802,221	1,009,492	7,006	3,068,847

Revised figure.

Reduced to terms of cocoanuts, *i.e.*, taking two cocoanuts as equal to three palmyras, three dates or one sago tree, the number of trees tapped in 1919-20 amounted to 2,493,432. Up to July in 1920-21 and in 1919-20, 2,275,266 and 2,471949 trees were tapped. The fall in the number of trees tapped is partly due to the bad season in certain places and partly to picketting by the agitators.

The number of trees allowed to be tapped for domestic consumption was 66,635 (41,504), of which 62,138 (37,520) belonged to the Koyas of the Agency.

The imports of toddy from Hyderabad up to June 1921 amounted to 228,787 gallons against 55,275 gallons during the corresponding period of 1919-20. The total imports in 1919-20 were 97,741 gallons. The large increase in imports in 1920-21 is due to the scarcity of trees in the vicinity of shops in the Bellary district, failure of monsoons and cheapness of Hyderabad toddy. The duty collected on such imports amounted to Rs. 33,812.

The number of trees tapped in British territory for shops in Mysore and Pudukkottai States was 28,747 (29,682); 10,258 (12,556) trees were tapped in these States for shops in British territory.

Foreign Liquor.

Revenue.

The total revenue derived from foreign liquor in the year 1920-21 amounted to about Rs. 16·03 lakhs against Rs. 14·95 lakhs in the previous year. The statement below shows the revenue derived under the three main heads of foreign liquor in the years 1919-20 and 1920-21 :—

		1919-20 Rs.	1920-21 Rs.	Increase or decrease or Rs.
1. Excise duty ...	Locally-made foreign liquor.	3,14,383	4,37,255	+ 1,22,872
	Country brewed beer	4,27,197	1,85,830	— 2,41,367
2. Rentals ...	Foreign liquor and beer taverns.	6,81,289	9,03,397	+ 2,22,108
3. Fixed fees	Other licences ...	71,895	76,777	+ 4,882
	Total ...	14,94,764	16,03,259	+ 1,08,495

Consumption.

In spite of increased taxation and a reduction in the number of shops licensed by 7, the consumption of spirits increased from 176,000 gallons to 205,000 gallons. The consumption of beer on the other hand fell from 942,000 to 694,000 gallons, the decrease being due to demobilization and the transfer of troops from this Presidency.

Opium.

Revenue.

The total revenue derived under opium during the year amounted to 26·27 (25·95) lakhs. Of this, 10·04 (9·44) lakhs pertained to rentals.

Consumption.

The number of shops was still further reduced by six. The issue price continued at Rs. 50 per seer. The consumption increased slightly from 35,522 seers to 36,211 seers, the increase being due to the occurrence of the great Pushkarum festival at Rajamundry and to greater activity on the part of those engaged in the profitable business of smuggling to Ceylon, Burma and the Straits. In the course of the last ten years consumption has fallen from 41·7 thousands of seers to 36·2, the number of shops having decreased from 955 to 603, while the issue price has risen from Rs. 29 to Rs. 50.

Revenue.

The total revenue (demand) of the year is contrasted in the following table with that of the previous year:—

Heads of Revenue	1919-20	1920-21	Increase	Decrease
	Rs.	Rs.	Rs.	Rs.
1. Country spirits	2,22,51,908	2,33,17,138	10,65,230	...
2. Country fermented liquors... ...	2,49,16,670	2,56,49,322	7,32,652	...
3. Malt liquors	7,52,638	5,49,964	...	2,02,674
4. Wine and spirits (foreign liquors other than beer, medicated wines and commercial spirits).	7,40,766	10,51,875	3,11,109	...
5. Commercial spirits including medicated wines.	1,360	1,420	60	...
6. Hemp drugs	15,45,607	15,69,231	23,624	...
7. Opium	25,94,925	26,27,274	32,349	...
8. Fines and forfeitures	1,32,862	1,79,960	47,098	...
9. Miscellaneous	3,50,091	1,91,179	...	1,58,912
Total ...	5,32,86,827	5,51,37,363	22,12,122	3,61,586

The collections in the year amounted to Rs. 5,46,46,769 (5,31,08,591). A sum of Rs. 69,248 was written off as irrecoverable.

Incidence of taxation.—The incidence of the total excise revenue per head of the population was Rs. 1-4-10 (1-4-6).

Offences.

During the year under review the number of offences relating to liquor and hemp drugs reported in the Presidency was 14,817 as

compared with 15,684 in 1919-20. The decrease occurred mainly under "illicit distillation" and "other offences" *i.e.*, breaches of conditions of licenses.

Liquor offences.

Under illicit distillation and kindred offences the number of cases fell from 1,716 to 1,408. The fall is attributed to deterrent punishments, presence of a special reserve police along the Nallamalais borders to prevent crime by the Chenchus, and high price of jaggery. Co-existent with this fall there is also a fall in arrack consumption. While the non-co-operation and temperance movements and the bad season in the Ceded Districts rendered the position exceptional, there is little doubt that the figures of crime reported do not represent the right proportion of detected to existing crime. The local officers have been urged to take more active steps to ensure that crime no longer goes undetected. The fall under other offences is mainly due to the relaxation of the rules relating to overtapping of private date trees. The only head under which an increase is registered is 'unlicensed possession,' 2,642 cases have been detected during the year as compared with 2,490 in 1919-20, 2,047 in 1918-19 and 1,745 in 1915-16. This successive increase is solely due to the drastic reduction in the number of shops in consequence of which those who, of necessity, require an intoxicant transport and stock their requirements.

Ganja offences.

In the year under report there were (9,020) convictions for offences of which drunkenness forms a part in places in which the Town Nuisances Act is in force.

The cases relating to hemp drugs fell by 53—from 362 to 309—the fall being chiefly under illicit cultivation of hemp plant.

Opium offences.

Offences relating to opium rose from 189 to 240. The value of the articles confiscated also rose to Rs. 19,491 (Rs. 9,256). The activities of the smugglers increased considerably during the year owing to the revival of shipping facilities. There were a number of cases detected of attempted smuggling involving fairly large quantities, the largest being 45 seers. The most unsatisfactory feature of the situation is that large quantities of opium from the Indian States of Mysore, Cochin and Travancore are finding their way into the Presidency for ultimate removal to Burma and Ceylon.

Inquiry of cases by departmental officers has been prompt. Out of the 5,415 (5,810) cases dealt with by the Magistracy, the accused were acquited in only 95 (131) cases.

Rewards.

A sum of Rs. 44,922 (45,894) was paid as rewards during the year.

General.

The present moment, when the abkari policy followed in recent years is being subjected to such vehement criticism seems a suitable

opportunity to review the main facts of the case in somewhat greater detail than is customary in an annual report. It has been asserted in public by responsible politicians that Government's policy has actually led to an increase in drinking and that the vice of drunkenness was imported into India with western civilization. The slightest acquaintance with conditions in the past refutes the latter allegation. The writings of early travellers in India, for instance Tavernier and the Jesuit John De Britte, contain frequent references to the drunken habits of the lower castes in their days. Tippu Sultan actually endeavoured to check them by issuing an order that all the palm trees within his dominions should be cut down, but the orders were obeyed only in the neighbourhood of his capital. Coming to more recent times, the state of affairs which prevailed in Malabar, Tinnevelly and other toddy-producing areas in the years before the introduction of the tree-tax system, is within living memory, and Mr. Bradley as Commissioner of Salt and Abkari in 1905 wrote that he had been told by reliable officers who knew Tinnevelly and South Madura over 20 years previously that no man, woman or child of the lower castes could be found sober in the toddy season after the middle of the day and that similar accounts had been given to him in the case of the Godavari district. Even at the present time, in those areas to which the Government system of taxation and control cannot, for special reasons, be extended, and in which the natural sources of intoxicating liquor are abundant, such as parts of the Agency tracts and the mountainous regions of the Kurnool district, the forest and hill population indulge still in alcoholic orgies which have been customary for generations.

The other charge, that the policy of the Government has led to an increase in drinking, will be briefly examined in the succeeding paragraphs.

The policy of Government has always been to minimise temptation to those who do not drink and to discourage excess among those who do; and to the furtherance of this policy all considerations of revenue are absolutely subordinate. The Excise Committee which was appointed in 1905-06 was asked to consider the question of the trade in intoxicants with special reference to reduction in consumption. The policy and methods of excise administration in India were thoroughly examined in 1914, in the light of the criticism made by the Temperance Deputation which waited on the Secretary of State for India on the 18th July 1912. The Government of India after a searching examination of the Excise Administration since 1890 reaffirmed the policy quoted above and laid down the following general measures to give effect to this policy:—

(i) suppression of illicit methods of all kinds,

(ii) maintenance of the closest possible control and supervision over the liquor and drugs traffic,

(iii) levy of as high a rate of duty as possible without unduly encouraging illicit methods,

(iv) reduction in the number of retail shops for the sale of liquor and drugs,

(v) regulation and close supervision of the hours of sale, the selection of sites and the general practices adopted in manufacture and vend, and

(vi) appointment of advisory committees and accepting their recommendations in so far as they are consistent with the general principles laid down.

The several recommendations of the Excise Committee of 1905-06 made for the better regulation of the trade in intoxicants were given effect to in this Presidency mostly from 1909-10.

The chief object of attack by the critics of the present excise policy is the growth of the excise revenue. There has been no doubt in recent years, a large increase in revenue as will be seen from the following figures for the last ten years :—

Year	Revenue in lakhs Rs.
1911–12	300·26
1912–13	330·29
1913–14	365·11
1914–15	366·19
1915–16	351·19
1916–17	371·98
1917–18	403·50
1918–19	464·45
1919–20	536·15
1920–21	543·57

How much of this increase has been brought about by increase in taxation and by increase in consumption, respectively, and how far the steps taken by Government to check the growth of consumption of the several intoxicants have produced the desired effect will be examined in the succeeding paragraphs under each main head of revenue *viz.*, Country spirits, Foreign liquor, Toddy, Opium and Hemp drugs.

A chart is annexed to this chapter showing variations in consumption of various intoxicants. It will be seen that the fall in consumption was heavy in 1915-16 on account of the initial effects of the war on trade and industries. When trade revived, consumption began to rise again and in 1919-20 reached its zenith on account of high wages earned and favourable season. In 1920-21 fall began again. The conclusion to be drawn is that consumption depends more on the season. But it can scarcely be doubted that consumption would have been much heavier but for the heavy taxation imposed.

Country spirits.—Much of the criticism of temperance enthusiasts is usually levelled against the increase in consumption of country spirit. This is perhaps natural partly because country spirit is a form of alcohol which is very widely used by the people, and partly because spirituous liquors are generally regarded as more deleterious than

fermented liquor, and the published statistics afford a more direct indication of the consumption of country spirit in specified areas than do those of toddy and foreign liquor.

The revenue has increased by 80·6 per cent while the increase in consumption is only 5·9 per cent. A part of the latter increase is due to increase in population, (which the recent census shows to have been 2·2 per cent) and part probably to decreased consumption of illicit liquor. In fact the consumption per 100 of population is almost the same. The average retail selling price was As. 2-3 per dram in 1911-12 against 4 annas per dram now. The figures given above clearly illustrate the fact that the increase in revenue does not represent an increase in the quantity of spirits consumed. The consumption of country spirits rises and falls in accordance with the character of the season. Greater prosperity whether it be of the working or agricultural classes means increased consumption of liquor as well as of other commodities. The principal check on an increase in consumption due to this cause is to increase the price of liquor whether by raising still-head duty or licence fee. It has always been the policy of Government, where consumption has shown a tendency to rise, to increase the still-head duty in order to counter the tendency by raising the price of liquor. The revenue figures noted above show that the taxation of liquor has been steadily increased; while the figures of consumption show that the increase in taxation has been so graduated as to prevent an increase in consumption. Some increase is to be expected from the preventive arrangements for putting down illicit distillation becoming better organised and more effective and as outstill areas are brought under Contract Distillery System. Two thousand five hundred and sixty-four square miles have been added in the last ten years to the area under the Contract Distillery System. The total area under that system is now 126,123 square miles, and that under 'outstills' is 16,451. The figures of consumption may therefore be considered satisfactory.

Toddy.—Taking next toddy revenue, the figures are as under :—

Toddy year (1st October to 31st September)	Number of trees tapped in terms of cocoanuts	Revenue in lakhs			Incidence of taxation per cocoanut
		Rentals	Tree-tax	Total	
		Rs.	Rs.	Rs.	Rs.
1911-12 ...	2,242,918	73·47	70·46	143·93	6·4
1912-13 ...	2,340,709	82·34	76·59	158·93	6·8
1913-14 ...	2,361,595	91·47	79·51	170·98	7·3
1914-15 ...	2,252,463	93·93	75·55	169·48	7·5
1915-16 ...	2,163,223	84·20	74·95	159·15	7·4
1916-17 ...	2,224,221	97·78	80·18	177·96	8·0
1917-18 ...	2,352,900	112·49	84·75	197·24	8·4
1918-19 ...	2,335,921	128·95	101·97	230·92	9·9
1919-20 ...	2,493,432	149·17	109·29	258·46	10·4
1920-21 ...	2,275,266	150·42	100·50 (up to July 1921)	250·92	11·0

The increase in revenue from tree-tax has been Rs. 38·83 lakhs in the years 1911-12 to 1919-20, but of this increase Rs. 27·78 lakhs or 72 per cent is due to enhancement of rates of tree-tax, while only Rs. 11·05 lakhs is attributable to increase in the number of trees tapped. There has in fact been an increase in the latter number of only 11·2 per cent. The number of trees licensed per head of population in 1919-20 (the last year for which complete figures are available) was ·063 cocoanut as compared with ·056 in 1911-12. As the yield per tree varies with the season, the statistics of trees tapped can give only a general indication of the consumption of toddy. The fluctuations in the consumption of toddy evidenced by the figures given above correspond more or less to those in the consumption of country spirits. The remarks made against country spirits apply *mutatis mutandis* to toddy.

Opium and Hemp drugs.—Under opium and hemp drugs also the revenue has increased by 78 per cent and 146 per cent, while the consumption has decreased by 13·3 and 5·8 per cent respectively as shown by the following figures. It is probable that a portion of the fall in opium figures is due to greater vigilance exercised against the smuggling of it, but there is no doubt that consumption has also fallen a great deal.

Year	Opium			Hemp drugs		
	Consumption	Revenue in lakhs (Imperial Statement No. I)	Duty per seer	Consumption	Revenue in lakhs (Imperial statement No. I)	Duty per seer
	Seers.	Rs.	Rs. a. p.	Seers.	Rs.	Rs. a. p.
1911-12 ...	41,761	13·18	20 8 0	47,485	6·09	7 8 0
1912-13 ...	39,533	25·14	15 8 0	52,478	6·82	7 8 0
1913-14 ...	38,904	17·76	30 8 0	57,217	8·15	7 8 0
1914-15 ...	38,866	18·09	30 8 0	49,713	9·38	10 0 0
1915-16 ...	37,184	20·02	30 8 0	44,720	10·07	12 8 0
1916-17 ...	36,596	19·24	30 8 0	47,773	10·44	12 8 0
1917-18 ...	38,620	21·43	30 8 0	47,181	11·42	12 8 0
1918-19 ...	37,100	21·48	32 0 0	45,052	12·98	15 0 0
1919-20 ...	35,322	22·57	37 0 0	48,341	15·26	17 8 0
1920-21 ...	36,211	23·44	37 0 0	44,735	15·01	17 8 0

It is clear from the foregoing paragraphs that though the total excise revenue has increased during the last ten years from 300·26 lakhs to 543·57 lakhs or by 81 per cent, the consumption per hundred of population has been almost stationary in the case of country spirit. In the case of opium and hemp drugs, it has decreased by 13·3 per cent and 5·8 per cent respectively. As for foreign liquor, there has been no increase in consumption under wines. There is, however, an increase in the consumption of beer and spirits which, it is hoped, will receive an effective check by the enhancement of the duty already mentioned. The general position attained in the Presidency in regard to the consumption of intoxicants is therefore satisfactory and

vindicates fully, the soundness of the present excise policy. As for the revenue figures, the increase involves an increase in the price of intoxicants to the consumer, which exercises a wholesome check on consumption. An increased revenue from measures whose primary object is to decrease consumption is not only justifiable, but it is also right if regarded from the temperance point of view; for it will not be possible otherwise to raise the price of intoxicants and the necessary corollary will be an increase in consumption.

Reduction of shops.—Besides the enhancement of taxation, the most important of the measures laid down for giving effect to the excise policy are reduction of shops and the appointment of advisory committees. The following figures show how far the principle of reduction in the number of shops has been carried out during the last thirteen years:—

Year	Arrack shops	Toddy shops	Hemp drugs shops	Opium shops	Foreign liquor taverns, beer shops and F.L.—2 shops
	No.	No.	No.	No.	No.
1908-09 ...	10,123	17,161	683	1,118	467
1909-10 ...	9,099	16,212	625	1,068	436
1910-11 ...	8,900	15,829	628	1,028	426
1911-12 ...	8,724	15,485	617	955	417
1912-13 ...	8,324	14,474	538	851	387
1913-14 ...	7,908	14,040	536	759	377
1914-15 ...	7,649	13,169	537	740	376
1915-16 ...	7,076	12,447	451	697	362
1916-17 ...	6,871	11,851	418	658	320
1917-18 ...	6,619	11,399	413	650	290
1918-19 ...	6,352	11,034	413	638	267
1919-20 ...	6,046	10,727	408	609	226
1920-21 ...	6,008	10,463	402	603	217

It will be seen that the total number of vend licences has been reduced from 29,502 in 1908-09 to 17,693 in 1920-21; by no less than 40 per cent and that the decrease has been marked under each kind of licence, viz., 40 per cent in the case of arrack shops, 39 per cent toddy shops, 36 per cent ganja, 46 per cent opium and 53 per cent foreign liquor shops. At the present time there is in Madras one shop on the average to every 2,394 of the population a proportion which the Board believes will compare favourably with most other countries.

There is a general consensus of opinion among the local officers that the reduction of shops has not tended to decrease consumption. Many of the officers are of opinion that the limit up to which reduction is possible has been reached and that in some cases reduction has been carried too far. The reduction has tended to place the shops in the hands of rich capitalists who employ others to work them. As the middle men's profits must therefore be larger, attempts have been made to push sales and devices for breaking the law have been developed into a fine art. In Salem, the removal of all liquor shops outside the municipal limits merely led to an abnormal increase in the consumption in adjacent rural shops and to the prevalence of illicit

practices within the town. Again at Ootacamund, where in deference to the recommendation of the Local Excise Advisory Committee shops were closed on shandy days, the results were that the estate coolies stayed away a day longer from work to get their drink and also took to buying more expensive and harmful foreign liquor, in consequence of which the consumption of the latter rose several hundreds per cent. The Board has certain information that the extensive closure of shops in such towns as Vizagapatam, Bezwada, etc., has led to wholesale hawking of liquor through the streets, i.e., to uncontrolled sales in unlicensed premises and by unlicensed persons. The maximum quantity permitted to be possessed has been brought from licensed shops by paid transporters, stocked in unlicensed shops and there sold usually by short measure or in a diluted form. Prostitutes have been largely used by these unlicensed hawkers to push their wares. Further, the absence of the shops within reasonable distance of home has led many men to purchase a bottle at a time. Instead of going to the arrack shop and having their one drink a day, they stay at home and drink more. Not only that, but the presence of a bottle of arrack in the home has led the man's wife and sons to develop a taste for alcohol, from which they might have been free if the drink had never been brought nearer to them. And again, the closure of shops has led to a concentration of drinking in a few shops. This undoubtedly is an evil. On the one hand, it leads to the habitual drinker consuming more. It is not difficult for most people to realize the effect of a crowd, noise and brightness in leading a man to the persuasion that "another little drink would not do him any harm." On the other hand this concentration makes the drinking more obvious to passers by and attracts their attention and if they live near, annoys them more. The great difficulties which have recently been experienced in securing suitable sites for the location of shops are no doubt due to the fact that the few remaining shops do now cause more inconvenience to neighbouring residents. There is an overflow from them into the streets, which are apt to be blocked by noisy and quarrelsome crowds clamouring for admission. If the number of shops were really regulated by the needs of the community—for instance if the number of shops in Madras were raised to 90, the minimum recommended by the Local Excise Committee in 1908—the Board has little doubt that the annoyance caused by them would be reduced and that consumption would also end to fall.

Location of shops.—The question of location of shops has come to much prominence in recent years. The selection of a site is almost always difficult and it must generaly be the result of a compromise of conflicting considerations. Instructions issued on the subject are that rural shops must not be located without permission within a furlong of a metalled road, that when shops on a road side are sanctioned in rural areas, the minimum distance between such shops should ordinarily be five miles, that sites selected should be so far public, that the persons entering the shops do not escape attention and that, where possible, the shop should be located on Government land. To

ensure that these instructions are carried out, it has been made a part of the routine of an excise officer's inspection to say whether a shop is situated in an undesirable site or not and to propose remedies. A large number of road side shops has already been removed. The closure of all shops that existed only to supply occasional demand, e.g., on a market day—has also been effected. Further in regard to the location of shops in planting areas the following general principles have been laid down for adoption: (1) that the outlying shops in planting areas in all but the large centres of population should be closed and at the same time the existing check on illicit practices should be increased in co-operation with the planters concerned, and (2) that the hours of sale of liquor on Sundays, market and festival days in shops to which estate labour resorts should be restricted. The necessity for caution in the application of such restrictions has been illustrated in the case of Ootacamund already referred to.

Hours of sale.—Another measure on which great stress is laid by the temperance workers is the restriction of the hours of sale. The closing hour has been fixed at 8 p.m. for all kinds of shops, and the opening hour at 9—30 a.m. in the case of arrack shops, foreign liquor taverns and beer shops, and at sunrise in respect of the remaining shops. Following the example of the Central Control Board (Liquor traffic), Collectors have been empowered to close shops within three furlongs of factories, mills and other large centres of labour and where that is not practicable to close them on week days from 11—30 a.m. to 1—30 p.m., and on the afternoons of pay days, and to allow sales on Sundays only between 11—30 a.m. and 4 p.m. Further curtailment of the hours would not reduce consumption; it would probably lead to secret sales during prohibited hours and create hardship by rending criminal what is now permissible. Collectors have also been authorised to insert special conditions in licenses providing for the closure of shops during fairs and festivals and on market days.

Temperance measures.—Another reform urged is that Government should not merely maintain a negative attitude on the side of abstinence, but should adopt a positive one by providing counter-attractions for liquor shops and by introducing temperance teaching in schools. An experiment in the way of opening tea and coffee shops as counter-attractions to the liquor shop was tried for a few years. It was not successful and in most places it had a natural death. With a view to adopt as far as possible the plan of the Workman's Canteen, which has been so successful in England, to Indian conditions, a coolies' canteen was opened at the Salt Cotaurs Depot under the management of Young Mens' Christian Association for the benefit of the large number of coolies employed there. But it was abolished from 1st February 1921 as it did not work well. As regards temperance teaching in schools, text-books in English and the vernaculars contaning lessons on the evils of drink and the benefits of temperance are in use. Other means employed are illustrative matter such as stories from the ancient classics the effect of intemperance and lantern slides. The teaching staff is further advised by inspecting officers to interest themselves actively on the work of educating the pupils in the subject.

The principal plank on which the agitators of temperance stand is the abolition of the auction system in the disposal of shops. The arguments for and against the system have been discussed so often, that it seems unnecessary to recapitulate them here. In Bombay, the fixed fee system was adopted in lieu of auction and this experiment was closely watched by the Government of India. The experiment was finally abandoned in Bombay in 1917-18 and the observations of the Commissioner of Excise, Bombay, made in that connexion and extracted below finally dispose of the question of the unsuitability of the fixed fee system.

"I brought to the notice of Government that under the latter (fixed fee) system the fee was fixed on the basis of a maximum selling price which it was impossible to enforce and on the assumption that the shopkeeper, being guaranteed a reasonable profit would sell full measure, whereas he notoriously sold short measure and obtained immense profits thereby; that a very wealthy class of shopkeepers was being created; that the fixity of tenure which the system was intended to give the licensee so long as he conducted his business properly, was likely to develop into vested interests; that the system did not ensure a better class of licensee, since all alike, under whatever licensing system, were guilty of selling short measure and made all the profit they could, legitimately or otherwise; that the system led to gross dishonesty among the excise staff, a large proportion of whom were in the regular pay of licensees, who found it well worth their while to employ this means of obtaining the goodwill of excise officers and inducing them to turn a blind eye on their malpractices and finally that the system, besides unduly enriching shopkeepers, involved a serious loss of State revenue."

It would appear from the foregoing paragraphs that the policy pursued in the past and the measures laid down for giving effect to it have been successfully carried out in this Presidency. It has resulted in checking the consumption of country spirit and toddy and definitely decreasing the consumption of opium and hemp drugs. There is therefore no need to look with apprehension on the large increase in revenue, which has only increased the retail price of intoxicants and thus helped the cause of temperance by checking consumption better than any other method.

While this report is being written, keenly organized efforts are being made to prevent the sale of toddy shops for the ensuing lease by methods which, though ostensibly "peaceful", amount in most cases to intimidation of most oppressive kind. The Board earnestly desire to bring one prominent fact to the notice of any genuine temperance reformer who may have allied himself temporarily with the non-co-operator in an agitation which in its unscrupulous interference with individual liberty is surpassing anything experienced in the history of the much-abused bureaucracy. This is that in South India the sources of illicit supply are far more accessible to the regular drinker than in any European country. If the shops are closed liquor can be had from almost any palm with no more skill than is required

to cut an incision or dress a spathe, and no more apparatus than a knife and a toddy pot. In a country where so large a proportion of the lower or labouring class are accustomed to the use of liquor, where every man can (so to speak) have his own beer tap in his own back garden and where the extensive topes which cover most of the countryside can immediately take the place of the elaborate breweries of Europe, it is futile to imagine that the closure of shops will have any permanently appreciable effect in stopping recourse to alcohol. If the policy in question were accepted and the shops remain closed, one of two results must follow, (i) drinking will go on unchecked and uncontrolled, liquor being obtainable at a tithe of its present cost, with a loss of Rs. 543 lakhs of revenue to Government, or (ii) the preventive establishment will have to be immensely increased, almost every village constantly patrolled and the agricultural and tapping classes would be subjected to the oppression of a host of petty officials, while the field for blackmail of private individuals and for corruption of officials would be vastly expanded. Even so, it is unlikely that mere preventive activity could cope with the problem. The majority of the population would be either apathetic or in actual sympathy with the drinkers and experience has amply shown that, under such conditions, mere preventive activity cannot be an adequate substitute for the provision of a reasonable licit and taxed supply. In the face of these considerations the Board would urge those who desire to combat the evils of drunkenness by wholesale closure of shops to realise the shortsightedness of the policy they are following and to adopt the more radical, if less ostentatious, method of removing the desire for alcohol and not the sources of licit supplies.

INDUSTRIES.

Department of Industries in Bengal.

GOVT. REVIEW ON THE REPORT FOR THE YEAR 1920.

The work of the Industries Department falls into two broad groups, namely, Reserved Subjects and Transferred Subjects. On the reserved side the Director controls the work of Factory, Boiler and Electiricity Inspections, the prevention of smoke nuisances and investigations into labour problems. On the 'transferred' side the two main subjects are the development of industries and technical and industrial education. The report under review deals with the work of the Director in connection with the 'transferred' subjects. To assist the Director in the discharge of his duties, an Advisory Board of eleven members, mostly business men with wide experience of the industries of the province has been appointed and has already proved of great value to the Director. The staff of the department is being gradually organised. Towards the end of 1920, Mr. A. T. Weston was appointed Deputy Director of Industries. Five Circle Officers, one for each of the Commissioners' Divisions, have also been appointed. The Circle Officer acts as the local representative of the Director and is the channel of communication between the people and the department. He is entrusted with the collection and dissemination of intelligence relating to the general industrial conditions of his circle. He receives requests for assistance from the industrial public, makes enquiries and prepares and submits definite schemes to the Director. He is required to be in close touch with the industrial exhibitions promoted within his circle, and it is in contemplation to entrust him with the work of inspecting industrial and technical institutions. For the expert supervision of these institutions, the Director has the assistance of Mr. W. H. Everette as Inspector of Technical and Industrial Institutions. An Industrial Intelligence Officer has also been appointed, but his time has been almost entirely occupied with the study of labour problems, and in particular with the collection of information relating to strikes. Since the close of the year Government have sanctioned the appointment of an Industrial Engineer and an Industrial Chemist. These officers were urgently needed and their appointment will greatly increase the utility of the department to the public.

Industrial research work was seriously hampered by the absence of an expert staff. The Calcutta Research Tannery, however, made considerable progress in its work. It carried on investigations both into raw materials and into tanning methods. A systematic analysis

of leathers tanned at the Research Tannery was made with a view to improving its quality. An analytical survey of the water used in various tanneries throughout India was also carried out in order to compare their technical properties. Investigations into the manufacture of sole leather of superior quality from local buffalo hides and tan stuffs were carried on and definite results have been obtained. The leathers turned out have been recognised by the local trade as of good quality and they fetched satisfactory prices at the auctions by which they were disposed of. To disseminate modern scientific processes of tanning among the village *chamars*, demonstrations were arranged in various industrial exhibitions, and pamphlets on the subject were distributed. An important development was the appointment of apprentices to receive a training in the Research Tannery. One apprentice who has already finished his training has obtained an appointment as an assistant in a tannery near Calcutta.

Much attention has been given to the subject of weaving. The Weaving Expert, who had previously worked under the charge of the Director of Agriculture, was transferred to the administrative control of the Director of Industries from the 1st December 1919. Owing to the demand from all parts of Bengal for the revival of the hand spinning of cotton with a view to its adoption as a cottage industry, special attention was given to the introduction of improved *charkas* and to the demonstration of the manipulatory processes amongst the spinners. The attention of the Department has also been devoted to the introduction of improved hand-looms and weaving machinery. Improvements have been made in the fly-shuttle slay, the fly-shuttle loom and the pit loom. These improvements have been widely demonstrated throughout the province and have met with an encouraging reception.

The transfer of the control of technical and industrial education from the Director of Public Instruction to the Department of Industries was effected towards the end of 1920. Up to the present, the Director of Public Instruction has retained control of the Bengal Engineering College, Sibpur, and of the Asanulla School of Engineering, Dacca; but all other technical and industrial institutions in the province have been placed under the Director of Industries, and the transfer of these two institutions to his charge is now under the consideration of Government. An important development was the appointment of a strong committee under the presidency of Sir Rajendra Nath Mookerjee, K. C. I. E., to consider the establishment of a fully equipped technical school in Calcutta with the object of giving adequate theoretical instruction to the apprentices employed in the engineering works in and around Calcutta. The Committee worked out a scheme, chose a site and approved of the plans for a building, The site which is centrally situated in Corporation Street has been acquired, and building operations will commence as soon as funds are available. The scheme for improving the training of apprentices in the railway workshop at Kanchrapara made some progress during the year. A hostel for Indian apprentices and a house for one of the teachers have been almost completed. In this case also the complete

introduction of the scheme must depend upon the financial resources available. The improvement of mining education in the coal-fields has been under discussion for a long time. It was originally proposed that the cost of the scheme should be shared between this Government, the Government of Bihar and Orissa and the mining industry. The Government of Bengal have now decided to proceed with the portion of the scheme affecting this province. The mining interests have agreed to contribute to the cost of the scheme and the balance will be borne by this Government. The popularity of the Government Weaving Institute at Serampore continued during the year under report and a large number of applications for admission had to be rejected. A third-year course of instruction in the higher classes was added to the former curriculum of studies, and such subjects as mechanics, mensuration, chemistry, dyeing, bleaching, etc., are now included in the syllabus. A satisfactory feature of the work of this institution is the fact that the passed students have no difficulty in securing well-paid employment. During the year under report every student of the higher classes who passed out found employment on salaries ranging from Rs. 40 to Rs. 120. The artisan classes were well attended and the passed pupils, with whom the Principal makes every effort to keep in touch, were reported to be doing well. There are now six district weaving schools and seven peripatetic weaving schools. These are doing good work under the supervision of the Principal, Serampore Weaving Institute.

Owing to the paucity of staff, the assistance which the department was able to render to cottage industries was practically confined to the introduction of improved spinning and weaving appliances. With the appointment of Circle Officers the Director of Industries will be in close touch with the cottage industries of the province, and will in future be able to render them assistance in other directions. The Hon'ble Minister attaches great importance to the spread of co-operative institutions among the cottage workers of the province and arrangements have been made by which the Director of Industries will work in close co-operation with the Registrar of Co-operative Societies in this matter.

Madras Industries Department.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1920-21.

It is clear from the report that the various activities of the Industries Department are now grouping themselves under the following heads:—

(1) General assistance to trade and industry, including collection of statistics and of industrial and commercial information, and the supply of information to the public as regards the sources of supply of and markets for various articles of commerce.

(2) Experiments and enquiries having for their ultimate object the starting either by private owners or by the Government of new industries or of new branches of or improved processes in existing industries.

(3) Management of manufacturing institutions owned by Government which have passed beyond the early experimental stage.

(4) Assistance to scattered industries not conducted in factories, of which the weaving industry is at present the most conspicuous example.

(5) Similar assistance intended principally for the benefit of agriculturists.

(6) Industrial education in all its branches, including education in arts and crafts and the grant of scholarships.

The Government consider that the activities of the department will be more readily understood by the public if they are classified under some such heads as the above, and are at present inclined to the view that the best method of classification is that which follows the object aimed at rather than the agency employed. Doubtless no classification is possible in which the various heads do not to some extent overlap. For example the activities of the engineering section which are undertaken chiefly for the benefit of agriculturists are hardly separable from those connected with small industrial undertakings, and the Leather Institute which is primarly educational also conducts a certain amount of research. Again when an experiment passes from the experimental to what is usually described as "semi large-scale" this does not mean that experiments are not still going on. The Director will be requested to consider whether for the purpose of future reports he will adopt the above classification or can suggest one better suited to the circumstances of the department.

The Government consider it desirable to emphasise at the outset of this review that the duties of the department do embrace all these activities and are not confined by any means to those defined under heads (2) and (3) above. These heads are those which arouse most public interest. It would in fact appear from the criticisms which reach Government that a large section of the public believes that the department exists solely for the purpose of developing new Government-managed industries designed to yield an immediate profit. It is hoped of course that the development of such industries, either in the hands of Government or private persons, will be one of the results of the department's work, but it is necessarily now the least developed and is likely to be of slow growth. The organisation of a new branch of industry, unless there is to be great risk of failure and loss is usually the outcome of patient investigation and experiment often covering several years. At the present stage of the department's growth it is not reasonable to expect that any large number of investigations will pass from the experimental to the producing stage. In the meantime the other activities of the department more particularly those on the educational side are of course a preparation for the stage

when more production is undertaken and more skilled assistance will be required.

General Departmental Organisation.—The year, as observed by the Director, was one of experiment in administrative organization. Mr. Campbell's scheme under which the Presidency was divided into five territorial charges each under an Assistant Director has proved unnecessarily expensive for the work now expected of these officers. The number of Assistant Directors has therefore since the close of the year been reduced to three, and the question as to what final shape the departmental organization should take is now under the consideration of Government.

Several questions of interest were discussed by the Board of Industries this year and their advice has been of value to the Government and the Director.

In paragraphs 17—21 the Director describes the work of the Bureau of Industrial and Commercial Information. That the assistance rendered is appreciated by the public, is clear from the enormous variety of enquiries received and answered.

In paragraphs 26, 27 and 30 the Director alludes to a few instances in which private industry has been directly benefited by the help or advice of the Department. Messrs. Best & Co. at the suggestion of the late Director undertook to prospect for coal during the year over an area in Ellore taluk and after the close of the year over two more areas—one in Yernagudem taluk, Kistna district, and the other in Polavaram division, Godavari district. Near Beddadonal in the last mentioned area Mr. Walker of the Geological Survey of India has already indicated suitable sites for experimental borings for coal. The Government now await with interest the results of Messrs. Best & Co.'s operations, which will be of great importance to the industrial development of the Presidency, should a seam of workable coal be struck.

On the recommendation of the Board of Revenue and the Director of Industries the Government sanctioned during the year Mr. A. Ghose's application for the grant of rights for mining and quarrying lime-stone and shale required for cement manufacture in Dhone and Nandyal taluks of the Kurnool district and also his proposal to transfer the concession to a Bombay Syndicate.

On the recommendation of the Director the Government recently sanctioned Messrs. Lakshmi Ratan's applications for a lease for quarrying granite with the help of modern machinery and plant.

In paragraph 28 of his report the Director alludes to an important departure in the manufacture of alkaloids, principally strychnine, at Vizagapatam by a leading firm of manufacturing chemists. It is understood that the advice of the department was taken by this firm before embarking on this venture.

It is observed from paragraph 25 of the report that only three firms took advantage of the facilities provided by Government for the issue of official certificates of purity in respect of cocoanut-oil and castor-oil. The Government hope that in future more exporters will appreciate the advantages of the system.

The report makes no reference to the Paper Factory which the Government understand is being established at Rajamundry. The Director is requested to report the progress, if any, made by the concern.

In paragraphs 84 to 88 the Director discusses the activities of the department under experimental inquiries. In the absence of a suitable laboratory in which he could work at Madras, Dr. Marsden was allowed to work in the Indian Institute of Science, Bangalore. He was engaged mainly on inquiries connected with the production of power alcohol. A number of comparative trials were made and advice given in regard to the suitability of dye stuffs for specific purposes and in regard to the purification of effluents from dye factories. Investigations were also made into the carbonate contents of saline soils of the Presidency and possible ways of utilising prickly-pear.

The Director has recently recommended the erection in connexion with the Leather Trades Institute of a small chemical laboratory where the officers of the department can conduct chemical experiments on a small scale. The matter is under consideration.

Attention has been devoted during the year to the question of how best the available deposits of phosphatic nodules near Trichinopoly can be made available to the raiyats for use as manure at a price within their means. The Director is now conducting experiments at Madras on the cost of crushing these nodules.

The ink manufactured by Sir F. Nicholson at the Industrial Institute, Coonoor, has, on test in the Secretariat offices, been found to be very satisfactory. Further tests are being made by the Superintendent of Stationery. The results of Sir F. Nicholson's work on these inks appear likely to prove most satisfactory and it is hoped that the stage of commercial production is now close at hand.

Enquiry is also proceeding under Sir F. Nicholson's direction on the subject of adhesives, pectin and vinegar.

In paragraphs 31—35 the Director alludes to various other inquiries regarding the manufacture of rubber goods, the use of rubber-seed, sand for glass, tile factories and Kittool fibre of which the two last may apparently result in further developments.

Management of institutions owned by Government.—The Kerala Soap Institute had an unsatisfactory year resulting in a net loss as reported of Rs. 2,486-0-3. If overhead charges are added to this, the loss amounts to Rs. 10,009, a figure which, it is understood, is likely to be further increased when the stocks have been written down to the values obtaining at the close of the year. The reason for the reduced outturn and loss have been explained by the Director and the Government agree that run on a larger scale the factory is much more likely to show a profit. The Government have recently dealt with the subject of this factory in some detail in G. O. No. 1931, dated 14th October 1921, which contains the decision regarding the lines of its future management.

(ii) *Glue Factory.*—This may be said to have passed during this year beyond the stage of experiment and reached the stage of commercial

production on a small scale. The experiment was undertaken at the request of Government in the year 1920 by Messrs. Beardsell & Co., to whom the Government are indebted for their assistance in the matter. After the close of the year Messrs. Beardsell & Co. unfortunately found themselves compelled to relinquish the further conduct of these experiments and after a considerable quantity of glue of good quality had been produced. The Government have recently taken over the factory and decided to construct manufacturers themselves.

(iii) *Assistance to scattered non-factory industries.*—The only industry which is at present receiving organised assistance is that of the handloom weavers. The policy of the department is to demonstrate the utility of certain improved appliances, detailed by the Director in paragraphs 67-73 of which the best known is the fly-shuttle, and this is done by means of travelling parties who visit the principal weaving centres. Ten such parties were sanctioned during the year under review in addition to the existing two; but the Director could organise only five new parties owing to the difficulty experienced in securing suitable men for employment as masters and weavers. In February 1921 the Government sanctioned the Director's proposal to utilise the weaving block of the Madura Industrial Institute for holding training classes for such men, and the Government hope that a sufficient number will soon become available. The number of parties sanctioned has since the close of the year been increased to 18. But the question of the number of parties really required in order to visit the weaving centres of the Presidency with sufficient frequency is still open to some doubt. The Government have already called upon the Director to submit a report on this point. The work of this section of the department is described by the Director in very great detail in paragraphs 66-83 of the report. The Director has also advised the installation of a warp-making machinery in Madras with the object of supplying weavers with machine-made warps. The details of the scheme are still under discussion.

It is hoped that it may be possible to organise similar assistance in the case of the dyeing industry. In paragraph 83 of his report the Director alludes to various experiments conducted during the year on the subject of dyes.

The Madras Leather Trades Institute continued to do good work. The need for sixty students was recognised in G. O. No. 1808, dated 14th October 1919. Plans and estimates for its extension are now under consideration and Government hope that it will not be long before the extension is complete. The Madras Trades School and its branch at Perambur continued to do good work. The mechanical engineering section of the Madura Industrial Institute was reorganised during the year. It is now conducted simply as a commercial engineering and cabinet-making workshop with the training of a large number of apprentices as one of its main functions. The Institute provides apprenticeship in wood-working and metal-working and short courses in oil engine and motor-car driving and mechanism. The Government are particularly glad to note that the Dyers School is progressing

factorily and share the Director's hope that other works will also follow the lead of Messrs. Orr and arrange to establish schools on similar lines for the benefit of young artisans whom they employ. They have indeed recently received a proposal from the Director to assist a school proposed to be started by Messrs. Addison & Co., for giving special training in printing and allied trades at the Addison Press. The proposal is under consideration.

The Government also note with satisfaction that the other aided schools continued to maintain the progress of the previous year.

JUDICIAL.

Criminal justice.

Review on the Statistics of Criminal Courts for the year 1920.

[Madras.]

During the year the number of Honorary Magistrates increased by 196 and that of Bench Courts by 17, while the number of cases tried by these courts is the highest on record. Government note with satisfaction the valuable help which they continue to render to the stipendiary magistrates. The number of village magistrates who exercised criminal powers fell from 3,852 to 3,151, a figure which is far below the average of the last few years, and has not been explained in any way.

There has been a slight decrease in the number of offences reported under special and local laws, and a considerable decrease in offences under the Penal Code. This is attributed to the gradual improvement in the economic situation.

The number of cases instituted before village magistrates has fallen by nearly 2,000 below last year's figure, and is considerably below the average of the last ten years.

The average duration of cases in Sub-Magistrates' Courts is slightly lower than last year, though it still remains too high. The average in Joint Magistrates' Courts is the lowest, and in Deputy Magistrates' Courts the highest on record for the last ten years. The latter figure is the more unsatisfactory as the number of cases instituted before Deputy Magistrates has not increased.

Copies of the instructions issued by the District Magistrate, Kistna, to his Subordinate Magistrates regarding the reduction of pendency have been distributed to other District Magistrates and it is hoped that this may effect some improvement. The experiment introduced in Kistna of fixing particular days of the week for police cases is also being tried elsewhere and will be watched with interest.

The average duration of trials in Sessions Courts was 56 days, which is higher than in any previous year.

It is satisfactory to find that the number of witnesses detained for more than three days in Sub-Magistrates' Courts has fallen from 7,348 to 6,878 and in Joint Magistrates' Courts from 404 to 92. On the other hand in Sessions Courts the number has risen from 2,307 to 2,579, and in Deputy Magistrates' Courts from 795 to 1,044—this is

particularly regrettable in view of the comments made upon this point in the review for 1919.

There has been a very considerable falling off in the number of cases rejected under section 203, Criminal Procedure Code, and the number of orders to pay compensation. Seeing that the use of these provisions of the law is not claimed as a reason for the reduction in the number of complaints, the neglect to follow up the effort made last year to prevent false complaints is much to be regretted and the attention of the Magistrates is once again drawn to the importance of a proper use of these sections.

Ninety-eight persons were confined in the stocks. This punishment was abolished by the Madras Village Courts Amendment Act of 1919 and it is presumed that it was not inflicted after March 1920 when the assent of the Governor-General-in-Council to that Act was published. In spite of the repeated injuctions issued in Government Orders and Reviews since 1916 against awarding short terms of imprisonment, the number of sentences of imprisonment for 15 days and under is the highest since 1910 and the small number of releases on probation under section 562 indicates that far too little use is made of that section. Attention is invited to paragraph 8 of Government Order No. 2854—Judicial, dated 13th November 1920, and the principle enunciated therein. On the other hand it is hoped that the increase in the number of juveniles sentenced to whipping indicates some disinclination on the part of the magistracy to send boys to prison.

It is disappointing to find that so little effort is being made to carry out the instructions conveyed in Government Order No. 132, Judicial, dated 19th January 1914, and frequently repeated. Only 358 cases of forest offences were tried by Sub-divisional Magistrates out of a total number 18,220 filed. Attention was called to this point in last year's review, but apparently without effect. District Magistrates are requested to take steps to ensure that these instructions are no longer disregarded.

A perusal of the reviews for the last few years makes it impossible to avoid the conclusion that inadequate attention is being paid to the criticisms and instructions issued from time to time by the Government. The Government hope that it will not be necessary for them to repeat this stricture.

MISCELLANEOUS.

Hyderabad Administration

Report for 1919-20.

This Administration Report for the year 1329 Fasli covers the period from the 12th Moharram 1338 to the 22nd Moharram 1339 of the Hijri year, and from the 7th October 1919 to the 5th October 1920 of the English year. It was received from the Finance Office towards the end of August 1921. On account of the recent change in the office of the Finance Member, the delay was unavoidable, but in future years it will be desirable to expedite the date of submission of the report. If it is received not more than 6 months from the close of the Fasli year, it will be possible to give effect to any criticism or orders passed by Government on the year's working of the Administration.

The momentous change inaugurated by the constitution of the Executive Council worked during 11 months of the year. It will take some time before the full results of the change can be estimated, but the report gives evidence of the general speeding up of the administrative machinery and the beneficent results achieved by the system of decentralization, which is the key-note of the new constitution.

The year 1329 Fasli was the second year in succession, in which famine operations had been found necessary. Unfortunately the year 1330 Fasli was also a famine year, and thus the Dominions have been afflicted with three years of agricultural depression. There was, however, a slight fall in prices and a decrease in serious crime. Plague and fever accounted between them for ever a hundred thousand deaths. Cholera and small-pox were also responsible for over 500 deaths. It would have been interesting if the vital statistics of the general population had been recorded in Chapter V. The account of medical relief (including the Yunani Department) is satisfactory. The experiment of training *Dhais* (para. 234) should be pushed on, as it vitally affects the health of mothers and the vitality of the new born children. It may be possible to start a "Child Welfare Association," in which His Exalted Highness has already been pleased to show a lively interest by his contribution of O. S. Rs. 15,000 to the "Child Welfare and Maternity Fund" started by Lady Chelmsford. The jail death rate of 27 per *mille* compares very favourably with the death rate of 47 in the preceding year.

Good progress was made in the development of well irrigation, though the number of wells sunk in the Dominions was somewhat smaller than in the preceding year. The average cost per well is stated (para. 61) to have been Rs. 80 against Rs. 174 in 1328 Fasli. Both these figures are doubtful, and probably refer to the repair of old wells rather than the construction of new wells. It will be desirable in future years to show separately the number of new wells constructed and their average cost, as well as the number of wells required, and the average amount spent in repairs. A scheme for extending Well Irrigation by means of *Taqavi* is under the consideration of Government.

The paragraphs relating to the Legislative Council give a list of the Acts passed during the year. There were 12 amending Acts and 4 new Acts. A short note indicating the substance of the legislation of the year would be a great convenience and help to put His Exalted Highness' subjects in touch with the general tenor of the laws which they are expected to obey.

The figures showing the disposal of business in civil cases show increased work, both in the number of cases and in the value of suits. The average duration of uncontested cases in Divisional Courts was 555 days. This can hardly be considered satisfactory.

In criminal cases the High Court disposed of 89 per cent of their appeals; the Sessions Courts, of 67 per cent; and the Magistrates, of 74 per cent. The example of the High Court may be commended to the attention of the subordinate courts. With 74 per cent more cases instituted, cognizable crime was less both under the City and the District Police, as was also the total jail population. These figures are satisfactory.

There has been a great expansion of education in recent years. Increased efforts are required in order to educate the agriculturists and the artisan classes. It is understood that a scheme for industrial education is being worked out by the Director of Public Instruction. The greatly increased amount of expenditure on education also makes it necessary more than ever to examine the results and to see that they are commensurate with the increased expenditure. In Municipal Schools the expenditure was more than four-fold compared with that of the previous year, while the increase in the number of pupils was less than two-fold. Some allowance must be made for the improved quality of education and the improved terms offered to teachers as well as the general rise in prices, but the Education Department is no doubt fully alive to the importance of examining the results and satisfying itself that full value is obtained for the increased expenditure.

While on the subject of Local Funds, a word may be said about the necessity of Fire Brigades, in view of the large losses resulting from fires in the hot weather. It is recognised that the scarcity of water is an important factor in any remedial measures that could be undertaken, but the organization of Fire Brigades, voluntary or otherwise, may be brought to the notice of District and Taluk Boards.

Like other Departments, the Postal Department has been affected by the higher cost of working, and incurred a loss of Rs. 34,000. Proposals for increased rates of postage have been submitted by the Postmaster-General, and if sanctioned, should go some way towards making the Department again self-supporting.

The Department of Industries and Commerce has shown its activity in many directions. Industrial alcohol, improved handlooms, the manufacture of indegenous paper, experiments with vegetable dyes, and the manufacture of high grade cement near Shahabad, may be mentioned as subjects to which the Department devoted its attention during the year.

The section on Literature and the Press would be more interesting if it included a brief indication of the contents of the more notable books published during the year, and a review of the tendency of the Periodical Press. It is remarkable that only seven books were registered for copyright out of 112 books published.

The Finance Department continued to be managed with efficiency. Mr. Glancy's work will be more suitably noticed in reviewing the work of 1330 Fasli, the year in which he left the Department, but the Government note with pleasure the care and success with which he steered the finances of the State during a difficult period.

On the whole the Administration Report of the year under review may be regarded as a fairly good retrospection of the work done. As to the quality of the work, it is no exaggeration to say that a year of much difficulty has been ended in a manner satisfactory in many ways. This result could not have been obtained but for the loyal co-operation of officers of Government in the various departments. Nevertheless the administrative machinery calls for tightening up and steady pressure is needed to raise the general level of efficiency all round.

Gwalior Administration.

REVIEW BY H. H. THE MAHARAJA SCINDIA.

Police.

1. The Police officers are the *muhafiz* of the people—a duty which consists of many acts of charity:—

(*a*) To save the poor from the oppression of *badmashes*.

(*b*) To see that the *badmashes* and the *zalims* are brought to book.

(*c*) To keep the people happy.

(*d*) And lastly to see that oppression is not caused by their own force.

The Subas or the Inspector-General and for that matter, the whole Department of Police, it seems to me, are not what I call, keen as mustard on investigation work. They are too fond of fattening files

by useless correspondence, which is bad. I want real work and do not wish to see files as fat as elephants.

The Home Department.

It is only right seriously to draw the attention of the Jahgirdars to the establishment of the recognised system of settlement in their Jahgirs. Such persuasion may possibly come amiss to the Jahgirdars who may wonder why I wish them to adopt the system. It is because I firmly believe that if seasons favour, they are bound to be benefited by it at the beginning of the next settlement. After all they will get the increase amount of income and not I. Therefore I feel no hesitation in saying that they must be tactfully persuaded to adopt the system of regular settlement. If a careful survey be made it will be found that a great portion of fallow land is still lying waste in Jahgirs. It must be known to the Jahgirdars that I cannot afford to see them in a state of poverty. So far they are Jahgirs in name and not in reality, at least from the financial point of view. It must also be remembered by the Jahgirdars that the system of the good old days cannot now hold good. Therefore it is absolutely necessary for them now to alter their ways and the system of conducting their affairs. In my humble opinion, it is the duty of a proprietor, whether he be a ruler or anyone else, to pay every attention to the improvement of the prospects of the peeple without which National wealth cannot increase. Income cannot be increased unless attention be paid to the following two principal things:—

1. Agriculture and natural products,
2. which naturally follows, Commerce and Industry. Though it is too early to suggest, yet I record here a future policy to be developed as time ripens. I am sure it will pay the Jahgirdars handsomely when their condition is sufficiently improved to establish a Joint Stock Company of their own with a view to making feeder railway lines in the State, or to establish some business concerns such as mills, factories, etc., including a Bank to help each other or the people. It is better in my opinion to turn over one's money in this way than to bury it underground.

I repeat that it will be a pleasure and an honour to me, if, by their experience, knowledge and ability, Jahgirdars prove themselves fit to take charge of Departments in the State's service; but they must know that this cannot be until they have proved their fitness. I know their old sentimental dislike for work in subordinate grades, but they must remember that I myself had to go through the mill. I began my career as Superintendent of Stables and then worked up step by step. I consider that the opportunities given me were unique and enabled me to learn my business. It is impossible to put a man on the top of the ladder. He must climb up from the lowest rung.

My business is to appeal to the hearts of the Jahgirdars and I hope for prompt response and loyal co-operation. But if this be not forthcoming, then some other line of policy will have to be taken. It

must be noted that I am not afraid of doing so, because my intentions are good. It is their welfare in every respect that I desire, though they may not see it or believe it. I must repeat that I am as keenly earnest as a master can be to see this Class a useful body.

I fail to understand why Kamdars have failed as the Member states in his observation that "The management by Kamdars was entirely unsatisfactory." I fully agree with the Member that all estates in which Kamdars are appointed by the Muntazim should, as a body, be transferred to the Court of Wards. Still the question remains, namely how was it that the selection of Kamdars was not made more carefully? I believe, the Department failed here on account of listening to sifarish and obliging friends; Sifarish is disastrous where an officer has to oblige an officer, friend or relation.

I also agree that the Members, Court of Wards should now be posted at various centres instead of being kept at the Headquarters and the Meetings of the Court of Wards should now be arranged to take place either quarterly or six monthly to dispose of such cases in the Headquarters as a question of policy, or any other important concerns. To make this change, the Members will have to be given more power for which I shall await the Member's recommendations.

Arrears will increase if attention be not paid. This is also one of the subjects which is considered as of third rate importance. General officers pay very little attention towards this, which is a great mistake. Once a thing begins to get into arrears, it is very difficult to pull it up. This is every one's experience. All concerned to take a special note of this, *i. e.*, they must pay first attention to this. In the same manner when attention is not paid to Muzmi, it takes years to clear the accounts. I beg to draw attention to the question of overdues. In my opinion this should not be allowed. One must be very strict. If overdues are due to bad seasons, then one must consider the question of putting off the payment for the time being.

I see that there were 5,653 in Jails in the year under review. This I consider very bad. I bring this fact with great regret to the notice of my village authority (the dear good man, the Zamindar) and I appeal to him again and express the hope that he will do his best to induce the people to refrain from nefarious practices. It is far better for people to take to their own profession than to lead such a disgraceful life as :—

(1) Cultivators neglecting their own legitimate work or having two concurrent occupations, *i. e.*, cultivating in the day their lands and in the night joining gangs of dacoits. The latter must be stopped.

(2) or, Zamindars harbouring dacoits and giving shelter to bad characters, *i .e*, Badmashes.

(3) Gold smiths receiving articles from dacoits or Badmashes and melting them down.

(4) or, village Banias taking particular interest in the welfare of dacoits or Badmashes, etc.

Let me cherish a hope that my appeal will be productive of good results. My loyalty towards my people compels me to make such an

appeal and I can not help doing so. I hope the Zamindars will have the same feeling as I have, *viz.*, that so many men going to jail means 50,000 bighas of land (at the rate of 10 bighas per head) left uncultivated. This occasions loss both to the zamindars and to the Durbar. They must not forget that population is gradually decreasing and if such things go on, an annual increasing loss is certain, which in my opinion does not reflect great credit on the village headmen.

It will be interesting to see how Municipalities and Town Committees act on the advice tendered by the Chief Medical Officer regarding sanitation. On this point my expectation is that they will not pay any attention. It is somewhat curious to note that now-a-days people are very fond of criticising and very keen to be given a part in administration, but so far none of the Municipalities or Town Committees have shown any zeal or pride in the task entrusted to them.

The Government's duty certainly is to give the people the fullest opportunity and to entrust them with their own affairs but the question is this:—will they take any interest, or whether they will simply come forward for the sake of personal advertisement? My contention is-though I may be wrong—that in the present atmosphere, there is more advertisement than sincerity of purpose. I think many administrators make a mistake in this respect, *i.e.*, by keeping every thing in their own hands. I say, by all means, keep certain things in your hands which are essential but let go the others, keeping a good watch on them and keeping them on the right lines. If people go wrong, stop them, otherwise give them encouragement, and put them on the back for being good citizens—this should be the present day line of governance. I am positive that honest dealing and straight forward treatment are the only two medicines to cure the mania of the present century. People think a good deal of themselves but they really do not know where they are. On the other hand it is also necessary constantly to survey the situation and to be always on the look out for the causes of the disease called dissatisfaction, as no doctor can cure a disease unless he has correctly diagnosed it.

It is gratifying to see that 28 ladies went up for the training of the Ambulance class. I hope that others will follow the example set by these ladies. As an encouragement, I propose that they should be shown by the Durbar, in some way appreciation of their joining the class I leave it to the Members to suggest in what manner this should be done.

With regard to the Sewa Samati, I fully endorse the view of the Member, *i.e.*, a Board should be formed, at headquarters and that it should have branches in all districts and Paraganas. I also record here that this institution should be recognised by the Durbar as other similar institutions are; such as zamindar Hitkari Sabha, Kanya Dharma Vardhini Sabha and so on.

If the member carefully read my instructions, of which a book has been compiled now, I feel sure that he will find that I introduced my policy a long time ago, in this respect. But there it is again ; the

same old story that I cannot be everywhere to drive the people t carry out my instructions. If I do too much, then I know people g disgusted with me. If I do not, then I see that instructions are n carried out. No one has realised the position of an administrator no are people prepared now a days to see to reason. This is what is th case here also. Still I do not mind what people think. I feel that must do my duty.

I see that the Member has observed that the average attendanc is rather poor. The question is, whose duty is it to improve it? Is i mine or the Member's? Really it is the duty of the person on th spot. But there is the same old story again, mechanical method o working, but no initiative, or foresight, or the power of detection or rectification of the defects. I think it was enough for him to visit those places and no more. This is what has helped him to improve the colony, but the question is whether will it improve or not? It sounds well "so and so has visited such and such a place with a view to make close study of the subject"—but where does the real result come?

It is painful for me to note here, when giving my observations on the Member's report, that I find very few comments from him on the reports, submitted to him by the Departments. It seems to me that whoever prepared this report for the Member merely tried to give an abstract of the reports and nothing else and the Member has affixe his signature to such a summary.

For instance under head Mahakma Mal, I come across this:—

"Revenue from chuck and block had been Rs. 1,49,000 and the cost of the staff had been Rs. 12,254. For the purpose of preparing chucks and blocks and to readjust the one that has already been made out, the Durbar sanctioned a sum of Rs. 60,856 in Samvat 1974. From that amount only Rs. 4,825 had been spent in the year under review, and till the end of Samvat 1976 Rs. 21,973 were spent. How many chucks and blocks in the year under review were made over for the purpose of being brought under cultivation—this information has not been submitted to the Sir Suba Malwa. He has practically given no report on the point. From the report from Gwalior Prant one can only make out that in Samvat 1976 in zilla Tawarghar, only one chuck has been made over for the purpose of cultivation. The work of preparing of chucks and the readjustment of the old one had not been completed, so far as this year is concerned and therefore work in this respect had not been what it should have been."

To my mind this is not enough. This shows the weakness of the Member. His comment on this affair should have been a very strong one. I believe, to my great regret, that he has completely overlooked my observations made in the past in this connection. I can hardly say that his is any comment by the Member. It is not encouraging but really discouraging to review such poor reports. How the Member has failed to see this, I can not understand. Secondly this shows how keen the Sar Subas are on this, their principal work. It has now practically come to this that officers think much more of routine than of solid work.

I think that the time has come when something must be done to make Zamindars' sons qualified for their work and therefore it is worth while considering the question whether their education should not be made compulsory. When I initiated the idea some kind friend asked me the question-

"Where are the Zamindars to go to get their sons educated when there is no provision in the State for the purpose." Though at the time to my regret I overlooked the point and did not enter into further discussion with my friend who did not favour the idea of compulsory education, I can now safely answer that the Zamindars can send the boys to a primary school. After having completed their course in the Primary School, I am of opinion that they can conveniently study the subjects prescribed for the examination. They can get someone in the village to coach them It is to be noted that these subjects are very simple and therefore it is that I hold that the time has come when something must be done to enable the sons of Zamindars to discharge their obligations and to achive this end, I think education must be made compulsory. It is not necessary to make graduates of Zamindars' sons and therefore I ask the Member to put up the notification in this respect, after consulting the Zamindars as to what should be done in this connection. My aims and objects and the reasons why I want their sons to be educated and why I want their education to be made compulsory, must be most carefully explained to the Zamindars.

I am afraid, so far the Zamindars have not been looked upon by the Revenue officers as officers of the Government. Revenue officers forget that they are officers of the Government and are not to be classed with contractors. They form the foundation of the Revenue Administration and I am certain that if they are respected and treated well they on whom our living entirely depends will assuredly bring us a great fortune. They can extend cultivation with ease, they can suppress crime with ease, and these are the two things required, if it is desired to make the Revenue Administration successful. Though Zamindars are not graduates, still their knowledge of matters concerning Revenue Law, Batwara, etc., is truly wonderful.

For instance, I have known cases where I have sent parties from the Irrigation Department to survey an irrigation project and they had come back with a report that the site was not favourable. But when I asked the party to go back and ask the Zamindars to show them the site which they had shown to me, quite a different report came back *i. e.*, saying that the site is a good one. This will show what amount of knowledge these Zamindars possess; undoubtedly better than the engineer.

Before concluding my review of the Revenue Section. I would draw the attention of all concerned to this that when land is acquired for and on behalf of the State, possession should in no case be taken until payment has been made and all requirements of the prescribed procedure throughly fulfilled.

In the coming cold weather I desire the Member to visit every village belonging to the Agriculture Department and to inspect carefully

Ziledars' work. The Hon'ble Member, will, I hope before proceeding on this expedition see and take instructions from me to ascertain my wishes in the matter, *viz.*, what I wish him particularly to look into. My feeling is and I do not know why, that the member does not take sufficient interest in this Department nor I think he feels that this Department, is really under him. This is a mistake.

It must be known to the Department that the contractor is not a subordinate of theirs in the sense of their permanent staff. The contractor submits his tender after a careful consideration, on the basis of the specification, and plan given him, of what profit he is going to make. He takes the contract under certain conditions. It is the duty of the Department to see that he fulfils those conditions and completes the work within the appointed period of time. It must be known to the Department that they should confine themselves to the specification and the terms of the contract and should not expect the contractor to undertake new work. If so he should be paid extra for it. Secondly, I don't see why the Department should give the contractor the assurance that he will be given every help, *e. g.*, that if he cannot get coolies and workmen the Department will obtain labour for him, or that they will get him wood to burn lime, or obtain such material for him outside. Contractors are not fools, they know what profit means, how to make it. Supposing that after a contract has been given the market rate goes up I don't see the necessity of altering the terms of the contract accordingly or why the Durbar should be expected to do so; because it is a contract taken, *i. e.*, such a contingency should have been taken into consideration by the contractor when tendering for the job. If he finds it impossible to execute the contract, it will be better for him to resign the contract. Similarly, if when a particular contract is in course of execution, the market rate of things unexpectedly goes down, the Durbar do not appropriate the contractor's "excess profit" nor does he make it over to them.

The contractor must also know that the Department is not their employer. In reality the Durbar is their employer, because if the Durbar do not sanction a project, how will the question arise of engaging the contractor at all? Therefore it is but fair that the contractors should give the full benefit to the Durbar and not as at present to....Here contractors forget the Durbar, wich is Durbar's misfortune. However much the Member of the Board for Irrigation may not be in favour of this idea, I am a great believer in this that all work must be done in *amani* and not by contract.

The less the interference, direct or indirect, in the work of the contractor the better will be the result. The pure and simple duty of the Department is to see that the contractor fulfils the conditions of the contractor he has taken on the basis of specification and plan and thereby bound himself. In the same manner the less subsequent alterations made in the plan the better, otherwise the danger is that once the contractors have known by experience that their is constant changing in the plans, etc., they will naturally put the rate of their tenders up by more than is needed; moreover it reflects on the Department's ability - I mean frequent changes.

I can safely say that to expect such carefulness, as I have spoken of above on the part of the Department is impossible.

It is my earnest desire that contractors should abide by these rules.

They must not tender for anything unless they receive specifications and plan of the work.

When submitting their tender they should very carefully study the information given by the Department and then show in the tender the period they will undertake to complete the work in. They should not undertake to carry out the instructions of the Engineers if they are asked to do such work as is not included in the plan, for example put up steps here or cut drain there etc. They should not carry out such instructions as take the stone or wood there and bring it back here. For every extra work which is not in the plan, if asked they should ask for the plan and give their estimate for it and on receipt of sanction they should carry out the work. Such charges should be extra as the work was not included in the original tender.

They should not ask after taking contract that rate for such and such work should be increased which is quite wrong in principle. If they make a mistake they must suffer for it.

They must know that the Durbar's expectation from them is that they are contracting for first class work and the very best material. It is not in keeping with a respectable contractor's position to play such tricks as here and there to put in bad material with a view to making a profit. It is best to make profit honestly rather than by a dodge.

If the officers of the Department give unnecessary trouble owing to some ill feeling or dissatisfaction the contractor should approach the Bench which I am forming now particularly to redress their grievances without hesitation.

I hereby form two Benches for this purpose, to one in Malwasand the other in Gwalior Prant. The Members of this Bench will consist of both the Benches already formed for Revenue purposes viz., Bench Appeal Mal. It is earnestly desired that the Members of this Bench will see that justice is done and both the Department and the contractors are kept in order. For the sake of friendship, partiality and sifarish they must not act against the wish of the Durbar.

The Contractors should not take any notice of the Departmental officers' recommendations to give sub contracts to so and so. Similarly I desire that the officers of the Department should not undertake such responsibilities as:—

(1) Supply of labour to the contractor.

(2) Supply of material etc.,

Otherwise I do not see the reason why the contract should be given at all. It is also binding on the Officers concerned not to act against the rules I have laid above for the contractors' guidance. The contractors must know also that if owing to some unforeseen calamity they cannot fulfil their contract, then it is best for them to resign, instead of asking for increased rates.

I am all for fair play. My intention is that if a man has taken a contract and if he considers himself a respectable person, he must

carry out the contract whether he loses or gains. It is not that I expec the contractor to give me some benefit, if he makes profit over and abov what he had reckoned when tendering. It is a question of luck if th rates become cheaper during the period of the contract, naturally h profit will be much more than he had anticipated. But if during th contract, the rates go up he has got to loose a certain amount an to make up that why should he expect the Durbar to increase th rate? They must remember that the world is full of give and take.

(i) If the Officers of the Department wrongly measure the wor before payment or delay the payment they must complain straigh off to this Bench with a view to keep the Engineers in order.

Before submitting their tenders the contractors must go ove the site and look into the question carefully of the depth of founda tion and lead of material. As a general rule they always make mistake in that and then complain against the Department which i wrong. On the other hand, it is the duty of the Department to se that the contractors fulfil the conditions they have accepted in th tender as well as supply good material and give good work.

The decision of the Bench in the matter will be final.

The Administrative Officer, Department of Public Works, mus also abide by these principles.

Legal Department.

I would suggest that the Hon'ble Member should write direc to those who appear to be somewhat backward in complying with th requirements of Laws about submission of certain returns and infor mation, etc. If those concerned do not take notice of his letter he ma be so kind as to refer the matter to me in the usual way for order when I will request them for prompt response.

There is no doubt that the public have not yet seen the full ad vantage of this Law nor have the persons who were made responsibl to look after this matter. Both have proved themselves failures, a far as I can judge and I am sorry to note this. But on the othe hand, to be fair, I consider that families have also failed to realise th advantages of this scheme.

Generally the widows are misled by relations or someone els and thus they interfere in the work of the Board, which gives us n end of trouble. Though such measures do not bring me any direc benefit, yet my loyal sentiments towards my people force me to loo after the affairs of such families as are losing their wealth an gradually becoming paupers. The widows fail to appreciate what i means to become a lakhpati sahukar and forget the labour and patience which the founder of the family had undergone to become a millionaire The poor man dies at a certain age, leaving certain amount of wealt for the benefit of his family. Is it wise for the family to ruin themselve in quarreling among themselves and neglecting their business? Th widows also forget that on account of such occurrences the State lose indirectly in commerce and trade and the State's wealth fails to attain the figure which would otherwise have been possible. That is wh I have introduced this system i.e., with a view on the one hand

save the people above alluded to from disaster and on the other hand, to see that the attraction of my territories is not diminished.

The Members of these Boards should also bear in mind the advice and intentions of the Durbar as detailed above and should not neglect their work.

In the present era it is unfortunate that one finds less sensible people than one did in the olden times, still I feel happy that I have candidly laid down my aims and objects in regard to this subject.

I fully agree with what the Hon'ble Member has stated in his para 42. The public must know that this measure was devised by me purely in the interest of themselves. I am sure it will lead to the establishment of unity amongst the people. If the Members manage their business on the lines they are expected to they will naturally be respected and be able to win the confidence of the public who are in need of relief. Members of these Boards must also note that this work is more charitable than anything else. Last year also, some where in my Review I spoke in this manner and I am sorry to see what I said has been overlooked viz., to help widows and innocent minors, with a view to maintaining their original financial position, to attain which, their ancestors had laid down their very lives. If these families are not thus helped and well looked after, and their affairs managed properly for them, I feel that it will be an act of positive cruelty on the part of all of us.

I direct that hereafter all Members of the Majlis-i-khas when on tour should make a point of going and inspecting the work of any of these Boards which happen to fall within their beat. And if they find that they are not working as they are expected to *i. e.*, up to the Durbar's expectations, it will be the duty of such members on tour to put them right. Further, if they find that the members of the Board are not competent or ignore their instructions, they should report the matter to the Durbar in the ordinary course. I also desire that this change should now be made that the Members of these Sahukari Boards should at the invitation of the Durbar be nominated by the people.

Agricultural Engineering Department.

I am very pleased to see that more machinery for the use of the people of the State was imported during the year. My thanks should be conveyed to those Zamindar and Kashtkar Sahiban who have taken interest in this and are enthusiastically using the machinery in their annual task. I am also pleased to note that the new plough has been found generally popular. I congratulate Mr. Griffin on its invention.

Industrial Show Rooms.

They cannot pay unless my instructions are carried out. The institution should feel ashamed to exhibit such poor articles, as I have seen.

Chamber of Council.

I wish that they will show some progress in developing industries and laying before the Durbar sound schemes concerning Commerce and Industry.

REVENUE.

The Depressed Classes.

EXEMPTION FROM PAYMENT OF ASSESSMENT AND WATER CESS

[Madras]

The Government sanction the exemption of lands assigned to the members of the depressed classes in the Nellore District from the liability to pay assessment and water-cess for a period of three years from the current fasli.

PART IV.—Miscellaneous.

Visit of H. R. H. The Prince of Wales to Mysore State.

The State Banquet.

His Highness The Maharajah's Speech.

Your Royal Highness, Ladies and Gentlemen,—I feel that it is no easy task to give adequate expression to my sentiments on such an historic occasion as the visit of the Heir to the British Throne to my State. This is not the first occasion that Mysore has had the privilege of entertaining a Prince of the Royal House, and it is one of my proudest memories that our beloved King-Emperor, when he was Prince of Wales, and his gracious Consort honoured me by accepting my hospitality in Mysore sixteen years ago. It is a matter of heart-felt rejoicing both to me and to my people that history should repeat itself in the person of our Royal Guest of this evening

Mysore, its Ruler and its people are united to the British Throne by ties of deep gratitude. We can never forget the magnanimity which we have received in the past, and I feel sure that no where in the British Empire will His Royal Highness receive a more loyal and enthusiastic welcome than that with which the whole of Mysore is ringing to-day. I pray Your Royal Highness to convey to His Imperial Majesty the King Emperor an assurance of our profound loyalty and devotion to His Person and Throne.

No one who has followed the events of the Great War can help realising that, while it has resulted in the overthrow of three great monarchies in Europe, its effect on the British Empire has been to strengthen the bonds between the King and people, and to leave the British Throne more deeply seated in the affections of every class of His Majesty's subjects; and the reason for this is not far to seek, for, it lies, not only in the constitutional nature of the British Monarchy, but in the great personal qualities and wise statesmanship of successive sovereigns, by whom the British Empire has been ruled, for nearly a century past. It was seeking the welfare of their people, that Victoria the Good and Edward the Peace Maker won their undying fame in history, while their successor, our present King-Emperor, has set to all his subjects, throughout these past terrible years of war and crisis, the highest example of public spirit, courage and devotion to duty and has proved himself to be indeed the People's King.

Nor can we forget the true woman's part that the Queen-Empress has played and the immense help which Her Majesty has rendered to the Empire by her keen sense of duty, her active sympathy with the suffering of the sick and wounded, and her interests in the welfare of the people.

And this brings me to the principal point on which I wish to dwell to-night. His Royal Highness the Prince of Wales has already proved that he has inherited in full measure, the noble qualities of his distinguished parents and ancestors. His call to duty came when he was barely of age, but he responded to it unhesitatingly and played a brave soldier's part through out the war, displaying a spirit, character and personality, which have won the admiration and affection of every soldier and sailor in the British Empire.

Nor would His Royal Highness allow himself to rest when his active service at the front was brought to an end by the declaration of Peace, for we all know how he has devoted his time and energies to an arduous tour round the British Empire with the object of cementing the bonds between Great Britain and her dominions and dependencies and impressing by his simple dignity, his innate kindliness and his manly frankness, the personality of the British Throne on the many races who are proud to yield allegiance to Great Britain's world wide Empire. Truly may His Royal Highness be described as England's princely ambassador, who wins the hearts of the Empire's subjects wherever he goes.

It is a happy augury for the future of the Indian Empire that His Royal High ..ess' visit should come so soon after the introduction of the great scheme of Indian Reform which means so much to the Indian people, and which owes its inception to two sympathetic and far seeing statesmen, our late Viceroy, Lord Chelmsford and the Rt. Hon'ble Mr. E. S. Montagu, the Secretary of State for India. Let us all pray that the blessing of God may rest on His Royal Highness' mission of peace and good will, and that his presence in our midst may help to allay all causes of discontent—all strife, bitterness and dissension and may strengthen that faith in the justice of British Rule which has never failed us in the past.

India is indeed fortunate in having as her present Viceroy, a statesman whose brilliant record in more than one field of public life justifies the universal belief that he will prove a firm, wise and sympathetic administrator of our vast Indian Empire.

Your Royal Highness, I earnestly hope that you will be able to look back on your visit to India not only as the successful acnievement of an important duty to the British Empire, but as a time of sport and recreation spent among a loyal and devoted people.

I ask you, now, ladies and gentlemen, to respond to the toast "Long life, health and prosperity to His Royal Highness the Prince of Wales, our Empire's hope and the brightest jewel in the British Crown."

His Royal Highness' Reply.

Your Highness, Ladies and Gentlemen,—I must thank Your Highness for the very warm welcome which you have extended to me

and for the loyal sentiments which you have expressed. It has been Your Highness' care to see that nothing should be left undone which could interest or entertain me.

My father, the King-Emperor, visited Mysore in 1906; and it will be of great interest to him to learn from me what a fine edifice has been raised by Your Highness on the foundations which were laid during the administration of Mysore under British Rule. In the 16 years, which have passed since his visit, a notable advance has been effected in education, and Mysore has now a University; great strides have also been made in material and industrial expansion of whichthe Kannambadi reservoir and the electric power installation are examples. Lastly, he will be gratified to learn of the close association of the people in the administration of this State by the institution of representative and elected assemblies and by the establishment of economic conferences.

Your Highness has often acknowledged the closeness of the tie which binds Mysore to the British Crown, and the magnanimity which has distinguished the relations of our Government to Mysore and its Ruler. When the great war broke out, Your Highness took immediate action to prove on how real a basis these sentiments of loyalty and gratitude rested.

In 1906 during my father's visit, Your Highness spoke of your Imperial Service Troops working their hardest to fit themselves for the front line of the army of the Empire. These words were prophetic. In October 1914, Your Highness' Imperial Service Lancers sailed from India for Egypt. They fought in Egypt, where I had the pleasure of seeing them in 1916, and subsequently took part in the two years' desert campaign which ended in the capture of Ghaza and the fall of Jerusalem. In both the latter engagements they played a brilliant part. They then joined the famous 15th Cavalry Brigade, and were active in the advance in the Jordan valley and the final series of engagements which broke down the Turkish resistance and carried our arms into Syria. They distinguished themselves at Haifa, where they drove the enemy from strong positions on Mount Carmel, capturing seven guns and 300 prisoners. At the final action at Aleppo, they were again to the fore with a fine charge against heavy odds, in which they suffered severe casualties. They only returned to India in February 1920. The honours and decorations won by the corps, and the frequent mention of the officers and men in despatches, bear eloquent testimony to their courage and efficiency and to the excellent spirit and tone which prevailed in the Regiment. The Imperial Service Transport Corps proceeded to Mesopotamia in 1916, and continued on active service till the end of war. It won the highest commendations from the General Officer Commanding in Mesopotamia. All praise is due to these gallant corps and to the officers who helped them to deserve and win their high reputation.

In addition to keeping these units up to their full strength, 5,000 of Your Highness' subjects enlisted in units of the Indian Army. When I turn to the more prosaic but equally important question of the ways

and means for war, I find that the assistance given by the Mysore State has been of an equally high order.

At the outbreak of war, Your Highness offered 59 lakhs of rupees towards the cost of our Expenditionary Forces. You added a further gift of ten lakhs and later another gift of 13 lakhs. Your State subscribed 14 lakhs to the Imperial Relief Fund and invested 105 lakhs in War Loans. The people of your State gave 2 lakhs to war charities and invested 43 lakhs in War Loans. The contributions from Your Highness' State and subjects reached a total of nearly two crores of rupees. Besides this, the State was prominent in the supply of hides, timber, blankets and other material necessary for the efficiency of our arms.

The war record of Your Highness' State is indeed a notable one; and it is a great privilege to me to be able to offer my thanks and congratulations in person to-night to Your Highness on these achievements.

Ladies and Gentlemen, I have detained you for some time; but I think you will feel with me that these gleanings from the page of the annals of Mysore were worth hearing. I will now ask you to join me in drinking the health of the loyal and enlightened ruler of Mysore Colonel His Highness Sir Sri Krishnaraja Wadiyar Bahadur, Maharaja of Mysore.

The following Telegrams exchanged between His Royal Highness the Prince of Wales and His Highness the Maharaja of Mysore are hereby published for general information :—

From His Royal Highness the Prince of Wales, Camp Hindupur, to His Highness the Maharaja of Mysore,

24th January 1922.

"On leaving Your Highness' State I thank Your Highness very warmly for all your kindness and hospitality. I much enjoyed my visit. It was a great pleasure to make Your Highness' acquaintance. I much admired the beauties of Mysore and the efficiency of the administration of the State. I am very greateful to Your Highness' subjects for the warm reception they gave me—EDWARD P."

From His Highness the Maharaja of Mysore, to His Royal Highness the Prince of Wales.

25th January 1922.

"Allow me to tender my warmest thanks to Your Royal Highness for the gracious message which you have been pleased to send me on leaving my State. Your Royal Highness's visit gave me and my people unbounded pleasure. The remembrance of it will always be precious to us MAHARAJA."

PART I—Orders of Government (Mysore).

FINANCIAL.

State Treasuries.

GOVERNMENT REVIEW ON THE REPORT FOR 1920-21.

It is unsatisfactory that in spite of repeated instructions issued from time to time, there has been no improvement in the submission of monthly accounts by the District Treasuries except the Kadur District Treasury. On an average, the longest delay was six days in the Shimoga District in the submission of Cash accounts, seven days in the Tumkur District in the submission of the second list of payments, and six days in the Hassan District in the submission of the first list of payments. There was also delay in the districts except Mysore and Tumkur in the despatch of subsidiary statements which should accompany the cash accounts and second list of payments. The attention of the Deputy Commissioners, Treasury Department, is drawn to the Comptroller's remarks that the non-submission of the return on the due dates retards progress in the compilation of accounts in his office and causes delay in their submission to Government and they are requested to instruct the Treasury Officers to avoid such delays.

The delay of three months and nine days in the Bowringpet Taluk Treasury in submitting the annual statement of judicial deposits is very unsatisfactory. The Revenue Commissioner is requested to obtain the explanation of the Amildar and Taluk Sheristedar in the matter and take due notice of the same.

It is reported that the Mysore District Treasury did not submit up to the end of June 1921, the vouchers in support of potgi payments to the extent of Rs. 1,916-9-1 made from March 1915 to February 1918. The Revenue Commissioner is requested to obtain a special report in this matter from the Deputy Commissioner at once and submit it for the orders of Government together with the explanation of the officers responsible for the delay and his opinion thereon.

The reports promised by the Revenue Commissioner on the omission on the part of the Treasury Officer, Tumkur District, to separate and send the bills and schedules paid during the first ten days of every month along with the first list of payments, and on that

of the Treasury Officer, Kolar District, to maintain a Register for noting orders of retrenchment received from the Comptroller are awaited.

It is very unsatisfactory that Treasury Officers have, in several cases, merely passed on the orders of retrenchment issued by the Comptroller to the Departmental officers, the recovery of amounts objected to being entirely left to the option of the drawing officers, with the result that a very large number of items is outstanding in the objection books of the Comptroller's office. The attention of the Treasury Officers should be drawn to Article 24 of the Mysore Account Code, Vol. I, in the matter and they should be instructed to effect the recoveries themselves.

The other irregularities brought to notice by the Comptroller are (1) payment of arrears bills after expiry of six months without his sanction, (2) over-payments due to absence of check of arithmetical totals in bills and (3) payment of bills without the prescribed certificates. These should be guarded against in future by a strict observance of the rules laid down in this behalf.

The report discloses inadequate attention to Treasury administration by the districts and Government request the Deputy Commissioners to take such action as would prevent the delays and irregularities noticed above in future.

G. O. No. R. 5337-46 –R. M. 18-21-2, dated 15th April 1922.

LAND REVENUE.

Inam Villages.

Government agreeing with the Revenue Commissioner direct that the services of permanent officials deputed for work in connection with the maintenance of accounts, etc., of encumbered Inam villages and estates under Government management be treated as lent to Inamdars and pensionary contribution on their behalf debited to the income of the estates concerned, the case of temporary employees being treated as falling under Article 239, Mysore Service Regulations.

G O. NO. R. 4401-2—L. R. 233-21-4, dated 2nd March 1922.

Water-rate on lands granted temporarily under Tanks.

The Revenue Commissioner is of opinion that by the recovery of only the difference between the dry and wet assessment as water-rate from the applicant who obtains permission for the temporary use of the tank water, he is placed in a position of advantage over the occupants of the atchkat under the tank, in as much as the former, while raising wet crop though temporarily, in the year of plentiful rainfall does not equally share with the wet land-holders the responsibility of maintaining the tank. He therefore recommends that in the case of dry lands for which water is made available for one year only in accordance with the Government Order of 5th February 1914 the temporary water-rate may be fixed at twice the difference between the dry assessment of such lands and the wet assessment of wet lands in the vicinity.

Government agree with the Revenue Commissioner and direct that the temporary water-rate leviable under the Government Order referred to above be fixed at double the difference between the dry assessment per acre of the land for which water is made use of, and the wet assessment per acre on the neighbouring wet lands.

Special care should be taken to guard the interests of the occupants under the atchkat by restricting the grant of permission to the temporary use of water, only in exceptional cases, after carefully ascertaining that the supply of water in the tanks is more than what is required for the irrigation of the wet lands thereunder.

The local officers should also see that no scope is afforded to the applicant for surreptitious use of Government water from year to year, and when cases of such surreptitious use of Government water are discovered, the delinquents should be severely dealt with so as to have a deterrent effect on others.

If, however, it is in any case considered desirable, to continue the temporary water-rate for more than one year, the Public Works Department should be consulted. If it is certified by that Department, after actual calculations made at the time, that the additional demand for water could be safely met even in a year of normal rainfall, the permission may be continued. If, during the next five years successively there is no complaint from the holders of the atchkat lands, and the temporary Nirsardidar applies for the supply of water being made permanent, then steps should be taken to convert the land into wet or garden as the case may be, in consultation with the Superintendent of Revenue Survey and Settlement.

G. O. No. R. 4728-37—L. R. 330-20-6, dated 14th March 1922.

Large Landed Estates.

DISPOSAL OF DARKHASTS FOR LAND UNDER ORDINARY RULES.

Government direct that darkhasts under the ordinary rules, for land out of areas selected for being granted as Large Landed Estates, should not be rejected summarily, in anticipation of its being taken up under the Large Landed Estates scheme, but should be disposed of on merits. The Revenue Commissioner is requested to issue necessary instructions in this behalf.

G. O. No. R. 4855-63—L. R. 17-21-21, dated 17th March 1922.

Season and Crop Report for 1921-22.

GOVERNMENT REVIEW.

Seasonal conditions.—The average rainfall in the State was 32·56 inches which represented a decrease of 4·83 inches, the decrease being most marked in the districts of Kolar, Tumkur and Chitaldrug—where State forests were, in consequence, thrown open for the free grazing of cattle.

Area of the State and its classification.—The following table shows the area of the State and its main classifications :—

	Acres.
(*a*) Area according to the latest results of survey	18,865,170
(*b*) Deduct extent of alienated tracts, such as jahgirs, jodi villages, etc., in respect of which particulars required for the Season and Crop Report are not available	1,417,679
(*c*) Net area covered by the report	17,447,491

The net area shows a decrease of 1,413 acres as compared with that of the previous year and it may be classified as follows :—

Kind of land and extent in acres	Percentage to net area
(*a*) Forests (2,311,215)	13·25
(*b*) Extent not available for cultivation, being barren and unculturable or appropriated for purposes other than agriculture (6,530,530)	37·43
(*c*) Cultivable waste not in occupancy (747,017)	4·28
(*d*) Area under occupancy (7,858,729) ...	45·04
Total ...	100·00

Out of the occupied area, an extent of 24 per cent remained fallow, leaving for actual cultivation during the year, 5,952,098 acres which represents 69 per cent of the total cultivable area (8,605,746 acres). Including area cropped more than once as separate areas for each crop, the gross area cropped during the year would be 73 per cent (6,261,325 acres) of the total cultivable area.

Irrigated area.—The area irrigated showed a slight decrease (26,221 acres) of about 2 per cent over that of the preceding year, the decrease being over 10,000 acres each in the districts of Kolar, Tumkur and Bangalore. The extent of land sown with irrigated crops was 923,897 acres, representing about 15 per cent of the entire cultivated area.

Area under crops.—The fluctuations in area under different classes of crops, as compared with those of 1919-20, may be thus exhibited :—

Nature of crops	Area in 1919-20	Area in 1920-21	Increase or decrease	Percenatge to the gross total cultivated area	
				1919-20	1920-21
1. FOOD GRAINS—					
a. Ragi	2,303,407	2,164,740	—138,667	35·21	34·57
b. Horse gram	815,792	771,271	—44,521	11·78	12·32
c. Paddy	761,807	676,685	—85,122	11 64	10·81
d. Cholum	675,293	620,369	—54,924	10·32	9·91
e. Cumbu	57,838	81,786	+23,948	0·88	1·31
f. Maize	2,139	16,189	+14,042	0·03	0·26
g. Wheat	4,643	4,245	—398	0·07	0·07
h. Miscellaneous ...	835,086	823,275	—11,811	13·47	13·14
2. Condiments and spices ...	141,958	128,821	—13,137	2·2	2·06
3. Sugarcane	34,057	29,638	—4,429	0·5	0·47
4. Fruits and vegetables ...	41,223	57,577	+16,351	3·2	9·92
5. Miscellaneous food crops ...	11,229	83,633	+72,401	0·2	1·34
6. Drugs and narcotics ...	136,089	137,781	+1,692	2·0	2·20
7. Oil seeds	284,688	411,882	+127,194	4·4	6·57
8. Fibres	152,632	115,259	—37,373	2·3	1·84
9. Dyes and tanning materials	1,234	88	—1,145	0·1	...
10. Fodder crops	30,053	39,823	+9,770	0·5	0·64
11. Miscellaneous non-food crops	50,715	98,215	±47,500	1·2	1·57

It will be observed from the above that there was a general decrease in the acreage under all crops except oil seeds, which showed an increase of 49 per cent due to the very rapid expansion of the area under groundnut which promises to increase in importance as a valuable commercial crop in the near future. The Revenue Commissioner's attention is invited to the remarks of the Director of Agriculture on the apparent contraction in the area under cocoanut and the abnormal increase in the area under maize in the Honnali Taluk of the Shimoga District and he (the Revenue Commissioner) is requested to verify the figures once more and report the result.

In the orders of the 6th July 1916 and the 3rd August 1917, it was specially provided that the marginally noted crops should be shown in table 3, now table 4 of the Agricultural statistics, on account of their local importance and other considerations. But some of these crops do not appear in table 4 of the Season and Crop Report under review. In ordering the revision of the tables of agricultural statistics so as to correspond with those of British India, Government did not intend that the crops enumerated above should be omitted from the Season and Crop Report ; and they accordingly direct that the said crops should be shown under separate sub-heads in future reports, as indicated below, the totals concerned only being, however, given in the tables of agricultural statistics furnished to the Residency :—

Cowpea, togari, castor, coriander, chillies, pepper, betel leaves, mangoes, onions, potatoes, groundnut, cocoanut, areca nut, horsegram and mulberry.

(i) Gram pulse	(*a*) Horse gram
	(*b*) Bengal gram
	(*c*) Total
(ii) Other food grains including pulses	(*a*) Cowpea
	(*b*) Togari
	(*c*) Others
	(*d*) Total
(iii) Condiments and spices	(*a*) Coriander
	(*b*) Chillies
	(*c*) Pepper
	(*d*) Onions
	(*e*) Others
	(*f*) Total
(iv) Drugs and narcotics	(*g*) Betel leaves
(v) Fruits and vegetables including root crops	(*a*) Mangoes
	(*b*) Potatoes
	(*c*) Arecanut
	(*d*) Others
	(*e*) Total
(vi) Miscellaneous crops	(*a*) Food
	(*b*) Mulberry
	(*c*) Other non-food
	(*d*) Total

Agricultural Stock.—The statistics furnished under this head are based on the figures pertaining to the fifth quinquennial census of agricultural stock taken in January 1921. It will be seen therefrom that the total number of live stock of the bovine class was 5,406,366, that of sheep and goats 4,148,330 and that of horses, ponies, mules, donkeys and camels 78,242. The number of ploughs and carts was 866,018 and 243,036 respectively. There was a slight increase of ·8 per cent in the number of bulls and bullocks and in the case of cows an increase of 6·6 per cent. There were on an average 27 horned cattle for every 30 persons, 41 sheep and goats for every 60 persons, 29 ploughs for every 200 persons and one cart for every 25 persons.

Outturn of crops.—The unfavourable seasonal conditions were reflected in the large decrease in area and outturn of some of the wet and dry crops as will be seen from the following table. Expressed in terms of annas, the average outturns of paddy, ragi, cholum and sugarcane crops were 9·2, 8·6, 8·5 and 10·2 annas respectively.

Crops		Area under crops (acres)	Standard outturn (pallas)		Estimated actual outturn (pallas)	
1. Paddy	1920-21 ...	676,696	5,207,442		3,273,568	
	1919-20 ...	767,807	6,108,042		3,915,334	
2. Ragi	1920-21 ...	2,164,738	9,560,219		5,134,578	
	1919-20 ...	2,303,407	10,401,273		5,816,437	
3. Horse gram	1920-21 ...	763,959	1,509,712		630,995	
	1919-20 ...	815,792	1,524,151		650,870	
4. Cholum	1920-21 ...	620,369	1,974,961		1,041,565	
	1919-20 ...	675,293	2,128,034		1,121,511	
5. Sugar-cane	1920-21 ...	29,638	3,187,085	Mds.	2,040,830	Mds.
	1919-20 ...	34,057	3,806,604		2,311,197	
6. Cotton	1920-21 ...	59,435	26,002	Bales of	14,543	Bales of
	1919-20 ...	111,059	48,582	400 lbs.	10,744	400 lbs.

Imports and exports.—The total quantities of agricultural produce imported into and exported out of the State by rail were 26,13,858 and 21,29,654 maunds valued at Rs. 3,04,72,304 and 3,35,20,671 respectively, as against 27,06,710 and 24.52,169 valued at Rs. 3,34,79,416 and 3,33,67,183 during 1919-20. Raw cotton, wheat, cotton seeds and grains and pulses were imported in considerable quantities. The value of rice imported was 72 lakhs of rupees only against 138 lakhs in the preceding year. Sugar, fresh vegetables and raw cotton were exported on a large scale. On the whole the value of export was about 32 lakhs more than the import value.

Prices.—Inspite of the general fall in the prices of important food grains and salt, the rates continued to rule high as compared with the pre-war prices. However, a gradual downward movement in the prices of food stuffs was noticeable.

G. O. No. 1395-1435—Stl.—20-21-3, dated 1st April 1922.

Amrut Mahal Kaval lands.

DEPUTY COMMISSIONER'S POWERS OF DEALING WITH ENCROACHMENTS.

Amrut Mahal kaval lands are lands set apart for special purposes within the meaning of Section 39 of the Land Revenue Code and therefore Deputy Commissioners of Districts are competent to deal with encroachments and other unlawful acts committed in respect of such lands by private parties. The Revenue Department is the custodian of all lands, the property of Government, and is expected to take action under the Land Revenue Code in respect of them as occasion arises. The Revenue Commissioner has incidentally raised the question that in respect of forest lands, encroachments and other unauthorised acts are provided for in the Forest Regulation and that Forest Officers have themselves to deal with such cases. Government observe that in respect of State Forests and other forest reserves, reserved under Section 39 of the Land Revenue Code also, the Revenue Department is competent to act under the Land Revenue Code on the application of Forest Officers and levy penal assessment and take steps for ejection. The operation of Land Revenue Code in such matters in addition to the Forest Regulation is specially provided by the express provision of Section 58 of the Forest Regulation.

Officers of other departments who have immediate charge of Government lands and other immoveable properties for departmental purposes should apply to the local Revenue officers for taking steps under the Land Revenue Code whenever encroachments or other unlawful acts are committed by private parties in respect of the lands or properties in their charge.

G. O. No. R. 5767-8—L. & R. 194-21-5, dated 1st May 1922.

Paddy and Ragi Forecasts.

GOVERNMENT REVIEW.

The favourable seasonal conditions of the year under report (1921-22) were reflected in the expansion in the area both under paddy and ragi and in the increase in the estimated yield of these crops.

The total area under paddy was 710,251 acres as against 680,385 in 1920-21 showing an increase of 30,866 acres or nearly 5 per cent. Increases in area of over 10,000 acres are noticeable in the districts of Kolar and Tumkur. In proportion to the increase in the extent under paddy, the yield estimated is 196,816 tons as against 175,333 tons in the preceding year showing an increase of nearly 21,483 tons or 12 per cent.

The area sown with ragi was 2,219,250 acres against 2,204,664 acres in 1920-21 showing an excess of only 15,000 acres or 0·7 per cent. The estimated outturn, though about 39 per cent less than the estimated yield at full standard rates, shows an increase from 5,617,774 pallas in 1920-21 to 5,876,404 in the current year or of nearly 4·6 per cent.

G. O. No. 4985-95—Stl. 21-21-6, dated 5-5-22.

EXCISE.

The Excise Department.

REVIEW ON THE ADMINISTRATION REPORT FOR 1920-21.

Principal features.—The following were the important measures carried out during the year :—

(1) Removal of the restrictions on the import of Navocaine and preparations thereof.

(2) Enhancement with effect from 1st July 1921, of the duty on arrack in the Mysore City and the Bowringpet Taluk to Rs. 6 per gallon of 35 U. P., the rate in force in Bangalore City.

(3) Enhancement with effect from 1st July 1921, of the duty on Ganja from Rs. 17-8-0 to Rs. 20 per seer of 80 tolas and that on country beer from Re. 0-4-6 to Re. 0-6-6 per gallon and of the issue price of opium from Rs. 50 to Rs. 60 per seer of 80 tolas.

(4) Issue of revised rules for the working of the Excise Licensing Boards in the Cities of Bangalore and Mysore and the Kolar Gold Fields.

(5) Abolition with effect from 1st July 1921, of the posts of District Excise Officers in the Districts of Bangalore, Mysore, Shimoga and Kadur, where the scheme for the separation of Judicial and Executive functions has been brought into force and the transfer of their work to Assistant Commissioners in charge of Revenue Sub-Divisions in those districts.

Financial Results.—The year's demand (excluding the outstanding arrears of previous years amounting to Rs. 1,46,194) under the marginally noted items which contributed to the Excise Revenue of the State was Rs. 82,81,382 against Rs. 77,57,631 in the year previous. The increase was mainly under the head "Toddy Shop Rent". There was only a slight increase under the other items of revenue except "Opium" which however showed a slight decrease. The collection from the year's demand including remissions amounted to Rs. 80,93,655 or nearly 97½ per ent against 98·2 per cent in 1919-20.

1. Duty on arrack, special liquors, beer and ganja.
2. Rental from arrack, special liquors, toddy, akkibhoja, opium and ganja shops.
3. Tree tax on toddy yielding trees.
4. Tree rent.
5. Foreign liquor liconse fee.
6. Fines and confiscations.

Out of the arrears only Rs. 43,825 (including the remission of Rs. 11,018) or 29·9 per cent was collected. This is far from satisfactory. Special efforts should be made to recover the outstanding arrears.

Incidence of taxation.—The incidence of taxation per head of population was Rs. 1-6-11 against Rs. 1-6-1 in 1919-20.

Expenditure.—The expenditure of the Department was Rs. 4,91,934 (including the proportionate cost of the Distillery staff and the Excise Commissioner's office establishment debitable to the revenues of the Civil and Military Station) as against Rs. 4,16,168 in the previous year.

Manufacture and consumption of Country Spirits.—The quantity of spirits manufactured during the year was 482,845 gallons against 517,107 gallons in 1919-20, the stock on hand at the beginning of the year being 10,858 gallons. The quantity issued to the Depots in the State and the Civil and Military Station, Bangalore, was 375,684 gallons and 94,844 gallons respectively against 418,965 gallons and 117,442 gallons in the previous year. The balance at the close of the year was 20,166 gallons against 10,858 gallons at the close of the previous year. The number of shops licensed for the sale of ordinary arrack was 615 as against 627 during the previous year.

The duty realised on country spirit was Rs. 33,53,178 or Rs. 3,83,914 less than that of the previous year. The rental realizations however rose from Rs. 12,00,900 to Rs. 13,82,825. The proportion of duty to total revenue was 60·3 per cent.

Arrack.—The quantity of arrack issued for consumption during the year was 352,406 gallons as against 375,654 gallons in 1919-20. As will be seen from the marginally noted figures, the consumption of arrack is showing a steady tendency to decline. The decrease in consumption amounted to 23,248 gallons and it was contributed by Bangalore, Tumkur, Mysore, Kadur and Chitaldrug Districts, the largest decrease being in the Tumkur District due probably to unfavourable seasonal conditions.

Year.	Consumption
1916-17.	4,21,541 gallons
1917-18.	4,11,368 ,,
1918-19.	2,95,351 ,,
1919-20.	3,75,654 ,,
1920-21.	3,52,406 ,,

Special Liquors.—The consumption of special liquors decreased from 23,764 gallons in 1919-20 to 14,018 gallons during the year under review. The decrease was the largest in the Chitaldrug District being 76·4 per cent and the smallest in the Hassan District (13·3 per cent). The general decrease is reported to be due to the enhancement of the retail price by licensees who, consequent on the abolition of maximum retail prices are now at liberty to fix their own retail rates. But this does not appear to be the real cause. The retail price having been increased so as to approximate to the price of foreign liquors, there should be a run upon the latter kind of liquor. It is not unlikely that the price of foreign liquors having gone down since the termination of the Great War, the special liquors are not so much in demand now as they were before. The matter however requires investigation.

Foreign Liquors.—The total number of licenses for the sale of foreign liquors increased from 52 to 66. The consumption of foreign liquors showed a slight increase being 20,537 gallons against 20,008 gallons in the previous year, the largest quantity consumed being 14,786 gallons in the Kolar Gold Fields. The revenue in the shape of license fees and surcharge fees amounted to Rs. 12,456 as against Rs. 10,636 in the previous year.

Toddy.—The number of date and bagani toddy shops fell from 2,659 to 2,645. The number of trees tapped during the year was 456,627 against 470,033 in 1919-20. The decrease was due to the heavy fall in the number of trees licensed in the districts of Tumkur, Chitaldrug, Mysore and Hassan. The number of trees tapped in British India for Mysore shops was 30,124 against 27,617 in 1919-20, while the number of trees tapped in the State for British Indian shops was 22,507 against 20,503 in 1919-20. There was on an average one shop for every 11 square miles as against 11·1 square. miles and one shop for every 2,142 persons against 2,123 persons in 1919-20. The realizations from tree-tax amounted to Rs. 11,01,376 as against Rs. 11,34,972 and from shop rentals to Rs. 29,47,736 as against Rs. 25,86,601 in the year previous, the proportion of revenue from tree-tax to entire revenue being 27·2 per cent and that from shop rental 72·8 per cent. The total realizations from tree-rent amounted to Rs. 72,432 as against Rs. 76,482 of which only a sum of Rs. 66,112 was credited to the Excise Department. The total revenue under this head amounted to Rs. 41,21,544 as against Rs. 37,98,417 the incidence of taxation per head of population being Re. 0-11-7 as against Re. 0-10-8 in the previous year.

Date Groves.—The revision of the lists of date groves has been completed and the special establishment which had been entertained therefor has been disbanded. The lands which are not required for purposes of excise revenue in the districts of Bangalore, Tumkur, Shimoga, Kadur, Chitaldrug, Mysore and Hassan have already been surrendered to the Revenue Department and orders have been issued for their disposal for cultivation. The lists of lands yet to be surrendered in other districts should be submitted to Government as early as possible.

The proposals promised by the Excise Commissioner for the conservation and improvement of date groves are awaited.

Country Beer.—The consumption of country beer during the year was 14,602 gallons against 13,085 gallons in 1919-20. The duty on beer was enhanced from Re. 0-4-6 to Re. 0-6-6 per gallon with effect from 1st July 1921. The total rental realized was Rs. 14,324 or Rs. 4,521 more than in the previous year. The amount of duty realised was Rs. 4,347 against Rs. 3,469.

Akkibhoja.—The number of Akkibhoja shops was reduced from 35 to 33. The rental derived from these shops was Rs. 6,696 against Rs. 5,958.

Ganja.—The cultivation of Ganja was, as usual, confined to the Goribidnur Taluk. 70 acres were licensed for cultivation as against

90 acres in the previous year. The outturn of the drug ranged from 4·5 to 7·2 maunds per acre, the number of shops licensed to sell Ganja was 254 against 252 in the previous year, the area and the population served by each retail shop being 116 square miles and 22,973 respectively. The consumption of ganja increased from 13,704 seers in 1919-20 to 1,475 seers during the year under review, the increase being due to the better quality of ganja supplied and the reduction in retail prices in certain areas by the contractors owing to competition. The increase of duty on ganja from Rs. 17-8-0 to Rs. 20 per seer with effect from 1st July 1921 is therefore a move in the right direction to check the increase of consumption. The realizations from duty and shop-rent together amounted to Rs. 4,77,802 as against Rs. 4,56,731 in the previous year, 54 per cent of which was duty and the balance shop-rent. The incidence of taxation per head of population was Re. 0-1-4 or 1 pie more than in the previous year.

Opium.—The number of opium shop during the year was almost the same as in the previous year (99). The consumption during the year was 1,559 seers or 188 seers less than that of the previous year. The profit from the sale of opium over and above the cost price amounted to Rs. 56,630 (as per preliminary figures furnished by the Comptroller) against Rs. 58,223 in 1919-20. The income from shop rental was Rs. 34,980 as against Rs. 40,095 in the previous year. The incidence of taxation per head of population was 3 pies as against 4 pies during the previous year. The Excise Commissioner considers it necessary to restrict the supply of the drugs to shops on the basis of average supply during the preceding three years and also to fix a minimum price. The proposals promised by him in this behalf are awaited.

Offences.—The total number of cases (including those pending at the close of the previous year) for disposal was 3,064, of which 359 were placed before the Magistrates and 2,705 dealt with by Department officers. Out of the total number of cases dealt with by Departmental officers, 2,346 were disposed of, leaving 359 cases pending at the close of the year. 247 out of 359 cases dealt with were disposed of by the Magistracy, leaving 112 cases pending at the close of the year.

Intelligence Staff.—The designation of the Excise Reserve Staff was changed into "Excise Intelligence Bureau" with the Headquarter Assistant to the Excise Commissioner as the Superintendent of the Bureau. A separate establishment was sanctioned to the Bureau during the year under review. The number of cases taken up was 47 against 37 in 1919-20.

The proposals of the Excise Commissioner in Mysore for publishing an Excise Intelligence Gazette as a supplement to the Police Gazette for disseminating information regarding offences under Excise law, have been recently sanctioned.

Excise Licensing Boards.—Revised rules defining the powers of these Boards in the Cities of Bangalore and Mysore and the Kolar Gold Fields were issued during the year. The Excise Commissioner

is requested to address Government separately in the matter of empowering these Boards to decide the hours during which liquor shops should be kept open.

Excise Advisory Committees.—It is reported that none of the Committees except the one at Hassan held any meetings during the year. This is not satisfactory. It is hoped that the Committees will take greater interest in the work in future.

Inamdars' claims to excise revenue from toddy.—The number of cases disposed of was 16. Of these, in 3 cases only the claim of Inamdar was recognised. The amount refunded to the privileged Inamdars on account of excise revenue due to them was Rs. 1,16,066 or Rs. 67,814 less than in the previous year. Out of 524 bills on account of revenue due to Inamdars, only 273 were disposed of.

Government are glad to observe that the administration of the Department continued to be as efficient during the year under report as before.

G. O. No. R. 5064-74—Ex. 37-21-5, dated 28th March 1922.

Appeals to Excise Commissioner.

TIME-LIMIT PRESCRIBED.

Under Section 29 (u) of the Excise Regulation V of 1901 as amended from time to time, the Government of His Highness the Maharaja of Mysore are pleased to issue the following rule :—

1. *Appeals.*—Appeals to the Excise Commissioner against Departmental orders of dismissal, suspension, degradation or fine should be filed within forty days from the date of communication of the Deputy Commissioner's order, excluding the time taken to obtain a copy of the order. The order in appeal passed by the Excise Commissioner in such cases shall be final.

2. No appeal shall be allowed against an order awarding a black mark to an officer below the rank of an Excise Inspector or inflicting a single fine of annas eight or less.

NOTE.—When an order of suspension or dismissal is not passed in the presence of the officer affected by it or is not communicated to him in person, the period allowed for presenting appeals should be reckoned from the date of communication of order, exclusive of the time taken in obtaining copies thereof, as well as the time necessary for the transmission of the copies by post when they are so transmitted.

Notification No. R. 5503—Ex. 59-21-3, dated 20th April 1922.

INCOME TAX.

The Income Tax Department.

REVIEW ON THE ADMINISTRATION REPORT FOR 1920-21.

The levy of income-tax in the State was decided upon by Government after careful consideration and discussion in successive Sessions of the Representative Assembly since 1913, and a Regulation, modelled upon the Indian Income-tax Act, was passed by the Legislative Council, and received the assent of His Highness the Maharaja on the 7th June 1920. The Regulation as well as the Rules framed thereunder came into force on the first day of July of that year.

A special officer of the rank and status of Senior Assistant Commissioner was appointed Collector for the Cities of Bangalore and Mysore. He was also deputed to Madras and Madura to study the working of the British Indian Income-tax Act.

The existing Revenue agency was utilised for income-tax work in the districts, the Revenue Sub-Division Officers and the Special Magistrate, Kolar Gold Fields, being appointed Collectors within their respective jurisdictions in respect of incomes up to Rs. 8,000, and the Deputy Commissioners of Districts being invested with the powers of a Collector in cases of incomes of over, and of a Commissioner in cases of incomes of under, Rs. 8.000.

Working of the Regulation.—The total number of notices issued in C. and D. forms was 10,334, of which 9,669 were actually served on the parties. Returns of income were received in 7,371 cases, and 3,563 individuals and 75 firms were actually assessed the rest not being assessable for the year 1920-21.

Financial results.—The total demand for the year was Rs. 10,32,953 (Rs. 4,33,891 from individuals and Rs. 5,98,962 from companies) and the collections amounted to Rs. 7,58,964, being slightly over 73 per cent of the demand. The collection from individuals was 57 per cent of the demand, while that from companies was 84 per cent. Bangalore and Mysore Cities and the Kolar Gold Fields contributed 89 per cent of the total demand, the collections in those areas being 68 per cent and 80 per cent respectively. Taking the population at 5,857,976 according to the last Census, the incidence of taxation per head in the State was 2 annas, 9 pies during the year under report. This is very low when compared to the Madras Presidency where the incidence according to the latest report comes to 3 annas, 11 pies per head, and will be lower still if the payments made by foreign companies are excluded from computation.

The total expenditure incurred during the year was Rs. 45,000, less than 6 per cent nearly of the total collections.

Penalties, Prosecutions, etc.—Penalty notices were issued in 1,096 cases and out of Rs. 2,433 imposed as penalty a sum of Rs. 1,013 was actually recovered. There were no prosecutions, except in the districts of Hassan, Shimoga and Mysore, where 4 prosecutions were instituted, in one of which the assessee was sentenced to a fine of one rupee a day till he furnished the accounts, and the remaining cases were pending before the Magistrates at the end of the year.

Appeals objection petitions.—The number of petitions received by the Deputy Commissioners was 163, of which 126 were disposed of. The largest number received was in the Tumkur District, *viz.*, 48 and the smallest number, *viz.*, 3 was received in the Kadur District. The number of petitions received by the Commissioner of Income-tax was 200, of which 164 were disposed of. In 37 cases the assessment was confirmed and in 23 cases it was reduced.

Inspections.—The Commissioner of Income-tax inspected the several Income-tax offices during the year, and gave instructions for the rectification of the mistakes noticed. To provide for regular and systematic instructions, the Commissioner is requested to frame draft rules and a set of questions, and submit the same for the approval of Government.

Government are glad to note that inspite of the opposition and reluctance evinced by some of the assessees in complying with the requirements of the Income-tax Regulation, and the absence of regular accounts with many of the assessees, a good beginning was made in the working of the Regulation. The Commissioner's appreciation of the good work done by the Special Collector (Mr. Heblikar) is noted by the Government.

G. O. No. R. 5090-8—I. T. 9-21-6, dated 31st March 1922.

POLICE.

Police Department.

REVIEW ON THE ADMINISTRATION REPORT FOR 1920-21.

State of Crime.—In spite of abnormal seasonal conditions due to scarcity and high prices of food-stuffs during the year under review there was a decrease in the volume of crime which is attributed by the Inspector-General of Police to the greater vigilance of the Police in watching the movements of criminal gangs, and the timely adoption of preventive measures.

Cognizable cases.—The total number of cognizable cases reported to the Police during the year was 7,543 against 8,459 in the previous year showing the decrease of 955. A slight increase is noticeable in the number of offences against the State, public tranquillity and minor offences against person, while there has been a marked decrease in the number of serious offences against person and property and other offences in all districts, except Hassan which shows an increase of 5.

The percentage of cases ending in conviction to cases decided and of property recovered to that lost was 70·0 and 44·7 as against 73·5 and 32·3, respectively, in the previous year. There was a perceptible improvement in the recovery of stolen property.

Disposal of Cognizable Cases.—Out of 13,967 cases investigated by the Police, as many as 2,470 were declared as false, or as non-cognizable ; 1,295 cases as undetectable ; 72 cases were struck off by the Magistrates after submission on " A" form and 126 were either withdrawn or compounded. Of the remaining 9,743 cases, 2,954 ended in conviction and 1,262 in acquittal or discharge, leaving 5,528 pending at the close of the year, 2,224 pending with the Magistrates on " A" form, 1,554 on " B" form and 1,721 under investigation by the Police.

Serious offences against person.—The number of murders reported during the year was 74 the same as in 1919-20 with 29 convictions as against 33. The percentage of convictions to cases reported was 39·2 against 44·6 and that to cases decided was 50·9 against 56·9 showing a fall in both directions. The murder of one Akkur Gundappa of Channapatna which attracted public attention ended in the conviction of six persons, the principal of them being sentenced to death.

Offences relating to coins and currency notes.—There were 11 cases relating to coins and 3 to currency notes. In one of these, the accused was caught in the act of counterfeiting 4 anna nickel coins. The cases ended in conviction.

Riots.—Cases of rioting increased from 54 to 95, Mysore District contributing the largest number. It is a matter of regret that some of the riots were due to communal differences regarding processions.

Offences against person and property.—The number of dacoities fell from 57 to 27, robberies from 81 to 77 and cases of house-breaking and theft from 1,941 to 1,627. Greater vigilance over foreign gangs is said to have contributed to the decrease.

Non-cognizable cases.—The number of cases ordered to be struck off as false or non-cognizable or as due to mistake of law or fact, was 2,470, and prosecutions for false complaints were instituted in six cases, and for perjury in two cases.

Preventive Action under Section 565, Criminal Procedure Code.—Only 3 persons were ordered to notify their residence under Section 565, Criminal Procedure Code, against 2 in the previous year. Considering the large number of cases of previous convictions referred to in paragraph 26 of the report, this cannot be said to be satisfactory. The attention of the District Magistrates is drawn to the remarks made in paragraph 12 of the last year's review in this respect.

Work of Village Police.—Government are glad to note that the Village Police co-operated with the Regular Police and thereby facilitated the capture of some dangerous criminals. 69 persons were arrested by the Village Police in 51 cases against 126 persons in 60 cases in the previous year.

Action taken under Juvenile Smoking Prevention Regulation.—73 juveniles were prosecuted under the Juvenile Smoking Prevention Regulation as against 127 in the previous year and 22 in 1918-19. Of these, 6 were convicted and fined, and 67 were warned, being first offenders. Government will be glad if the provisions of this wholesome Regulation are more strictly enforced in future.

Unnatural deaths.—Statistics regarding accidental deaths, mining accidents and snake-bites as required in paragraph 18 of last year's review have been furnished during the year under report, showing a decrease in suicides and accidental deaths, and an increase in snake-bites and other cases.

The Police Training School.—The status of the Principal of the Police Training School was reduced from that of a District Superintendent of Police, to that of an Assistant Superintendent of Police. 128 constables underwent training in the institution during the year of which 129 were declared to have passed. All the illiterate constables were taught how to read and write Kannada.

Recruitment.—The number of vacancies in the Force fell from 169 to 71 in the year under report. The improvement is attributed to the high prices allowances sanctioned by Government.

Discipline of the Force.—The total number of officers and men punished judicially and departmentally increased from 2,303 to 3,081 in the year under report and the rise is reported to be due to the impossibility of securing a better type of recruits for the scanty pay and emoluments offered in comparison with the arduous duties entrusted to them. The matter requires further investigation.

Inspection work.—Inspection work was satisfactory in all the districts, the Deputy Commissioners and the Superintendents of Police inspecting 93 and 549 officers respectively.

Registration of criminal gangs.—The temporary staff sanctioned for the registration of criminal gangs collected statistics relating to 1,059 Korachars of the Bangalore and Tumkur Districts, 4,242 Koramars of Hassan, Kadur and Bangalore Districts, 813 Woddars of Bangalore and Tumkur Districts and 292 Handijogis of Bangalore District. These gangs have been brought under the operation of the Criminal Tribes Regulation.

Rewards.—In recognition of the work done by the Police officers and men during industrial strikes in Bangalore City, the Managers of the Woollen, Cotton and Silk Mills Company and of the Mysore Spinning and Manufacturing Company offered rewards of Rs. 1,000 and Rs. 100 respectively with which a Co-operative Society for the benefit of the Police Force has been started.

Investigation of heinous offences by higher officers.—Government note with satisfaction that Police officers of the higher grade and Amildars generally evinced greater interest in the investigation of heinous crime.

G. O. No. J. 4300-18—Pol. 71-21-3, dated 11th March 1922.

JUDICIAL.

Witnesses in Civil Cases.

REVISED RATES OF BATTA.

Under the provisions of Rule 2, Order XVI, of the Code of Civil Procedure, 1911, the Government of His Highness the Maharaja of Mysore are pleased to prescribe the following rates of batta to witnesses in civil cases, in supersession of those prescribed in Notification No. J. 1649—Cts. 61-12-7, dated the 7th December 1912.

Witnesses will be divided into three classes—

Third class—Persons whose monthly income is below Rs. 100.

Second class—Persons whose monthly income is Rs. 100 and above.

First class—Persons whose monthly income is Rs. 250 and above.

The following will be the scale of allowances to witnesses.

Class of witnesses	Travelling allowance for journey to and from court house where the latter is in a different station from that of the witness			Subsistence allowance including expenses per day
		By road		
	By rail	Where there is a public conveyance such as a motor bus plying for hire	Where there is no public conveyance plying for hire	
Third Class ...	Single lowest class fare.	Single lowest class fare.	Two annas per mile.	Eight annas
Second Class ...	Single second class fare.	Single second class or lowest class fare where there are only two classes.	Four annas per mile.	Twelve annas
First Class ...	The presiding Judge of each Court may decide and allow single first class fare where he is satisfied that the witness habitually travels by the highest class available in public conveyances. In other cases single second class fare only.		Eight annas per mile.	One rupee eight annas.

1. In special cases where the above rule would work hard, it shall be discretionary with the Judge to allow a witness such additional sum as he may consider reasonable to cover *bona fide* expenses incurred by him in travelling.

2. For witnesses following any profession such as medicine or law, special allowance according to circumstances may be granted by the Judge for loss entailed upon him by his absence.
3. In the case of European and East Indian witnesses, subsistence allowance for a day will be double of what is shown above.
4. Where the witness resides in the same station where the court house is situated, it will be discretionary with the Judge to allow reasonable hire for conveyance (if one is used) in accordance with the status of the witness instead of the subsistence allowance.

Statistics of Crime.

GOVERNMENT REVIEW ON THE REPORT FOR 1920-21.

Offences reported.—There was an appreciable decrease in the offences reported to the Magistrates, the total number being 21,352 as against 24,328 in 1919-20. The District Magistrate of Bangalore attributes the decrease in his district to better vigilance and supervision on the part of the Police, but the Chief Court do not appear to be satisfied with the explanation. The decrease, however, is not confined to the Mysore State alone. It is general throughout India and is stated to be due to good rainfall, gradual resumption of trade activities and adjustment of prices to wages. The abolition of food control operations also accounts to some extent for the reduction in the number of cases reported. The decrease was chiefly in the Bangalore, Mysore, Shimoga and Chitaldrug Districts.

Altogether 44,272 persons were brought to trial against 44,430 in 1919-20. Of these 7,995 or 18·08 per cent were convicted and 25,946 or 58·66 per cent were acquitted or discharged, the percentage of convictions and acquittals or discharges in the previous year being 20·7 und 58·26, respectively.

Average duration of cases in the several courts.—The average duration of cases in the Courts of Magistrates was 77·56 days against 42·83 in 1919-20. The courts in the Bangalore Division have contributed largely to this result, the duration in these courts being 116 days. Except the District Magistrate of Kolar who attributes the high increase in the average duration to slackness on the part of certain Amildar Magistrates and to the absence of a First Class Magistrate for Chintamani Sub-Division for over six months, the other District Magistrates have not assigned reasons for the increase.

In the Sessions Courts the average duration of appeals was 40·59 days against 53·74 days in the previous year. Government wish to draw attention to their remarks in the last year's review regarding speedy disposal of criminal work in the Magistrates' Courts, and will be glad if the Chief Court will issue necessary instructions in the matter.

Criminal appeals in the Chief Court.—One hundred and seventy-seven Criminal Appeals were filed in the Chief Court as against 127 in the previous year. Of these 81 were transferred for disposal to the Sessions Court, Bangalore Division, and 96 were retained in the Chief Court. Altogether, 107 appeals were disposed of by the Chief Court, the average duration being 75·24 days against 76·83 days in the previous year.

Attendance of witnesses in the Magistrates' Courts.—The number of witnesses who attended the Courts of Magistrates was 105,503 against 1,51,530 in the previous year. It is satisfactory that the number of persons detained by the Courts for three and four days was less than in the year 1919-20.

Punishment under various proceedings.—There was an increase in the number of persons sentenced to death and a slight decrease in the number sentenced to transportation, *viz.*, 18 and 33, against 14 and 35 respectively in the previous year.

The number of persons sentenced to short terms of imprisonment, *viz.*, 15 days and under, fell from 671 to 470. But the provisions of section 562 of the Criminal Procedure Code were resorted to only in 37 cases as against 59 in the previous year.

There was also a decrease in the number of persons who were required to furnish security for good behaviour, and for keeping the peace, *viz.*, from 102 to 76. Government will be glad if greater use is made of the provisions of the Criminal Procedure Code for the prevention of crime and suppression of frivolous complaints.

Records.—The progress made in the sorting and destruction of records in the courts of the District Magistrates of Mysore, Hassan and Kadur was not satisfactory. The District Magistrate of Tumkur has again failed to refer to the progress of this work in that district.

Work of Benches of Magistrates.—Government are glad to record again the good work done by the Benches of Magistrates, who disposed of 4,679 cases as against 4,314 and 2,153 in the two previous years.

Inspection of Courts.—The inspection work done by the District Magistrates was satisfactory. Nearly all the Courts in the several districts except Mysore, were inspected by the District Magistrates. The Judges of the Chief Court inspected six District Magistrates' Courts and eleven First Class Magistrates' Courts.

G. O. No. 4468-77—Cts. 91-21-5, dated 22nd March 1922.

MEDICAL.

Headquarter Medical Establishment.

Revised Orders.

The present Headquarter Medical Establishment consists of one Surgeon, one Sub-Assistant Surgeon, one compounder and one peon besides a Pundit in charge of the Vaidyasala attached to the Secretariat. The total cost now incurred on account of the above establishment, exclusive of the cost of the medicines supplied from the Medical Stores, is Rs. 9,186 as follows:—

(*a*) *Debited to the Medical Budget.*

1. Pay and allowances of Medical Officer, Civil Surgeon Rs. 570 P. M. or Rs. 6,840 per annum.
2. Pay and allowances of Sub-Assistant Surgeon. Rs. 77+30 P. M. or Rs. 1,284 per annum.

(*b*) *Debited to the General and Revenue Secretariat Budget.*

		Rs. a. p.	
1. Pay of Mutchi (doing duty as compounder)	...	23 0 0	P. M.+Cycle allowance 7-8-0.
2. Contingencies	...	2 0 0	P. M.
3. Pay of a peon	...	11 0 0	P. M.
Total	...	43 8 0	P. M. or Rs. 522 per annum.
4. Pay of Pundit	...	30 0 0	
5. Allowance for medicines	...	15 0 0	
Total	...	45 0 0	P. M. or Rs. 540 per annum.
Total	..	9,186 0 0	Per annum.

The hospitals in Bangalore and Mysore, which are fully equipped, are available at all hours to provide medical assistance that may be required to all members of the public, including Government servants. Government, therefore, consider it unnecessary that a separate dispensary and a vaidyasala should be maintained in the Public Offices Building. They direct, therefore, that the dispensary and the Vaidyasala be abolished at once, with all the establishment connected with them, the native Pundit being provided with a post in one of the Ayurvedic dispensaries in the State, and the services of the Surgeon and the Sub-Assistant Surgeon being replaced at the disposal of the Senior Surgeon.

In lieu of the establishment abolished as above, Governm direct that only an officer of the grade of an Assistant Surgeon accordance with the cadre of the Medical Department sanctioned the Government Order of the 15th July 1918, be posted for duty the staff of the Dewan. The Officer will be selected by t Senior Surgeon and will draw a Duty allowance of Rs. 50 p mensem in addition to his grade pay. The appointment of th medical officer will be a tenure one for one year, the Assista Surgeon so selected being transferred to the regular line at the en of each year, so that he may not lose touch with the work of th Department. The Assistant Surgeon on staff duty will be require when necessary to attend on the Members of Council and to atten the Public Offices daily from 3 to 5 P.M., for consultation by th establishment in the Public Offices. A stock of ordinary medicine may be made available for him by the Senior Surgeon. The service of a peon and a compounder from the Secretariat establishment wi as heretofore be placed at his disposal.

The cost of the Headquarter Establishment under the abov arrangement will be :—

1.	Assistant Surgeon ...	Rs. 3,011/3 (average.)
2.	Peon	Rs. 11 P. M.
3.	Compounder ..	Rs. 25 P. M.
	Total ...	Rs. 337/3 P. M. (average)

Rs. 4,048 per annum, against a total charge of Rs. 9,186 incurre both from the Medical and Secretariat budgets hitherto.

G. O. No. L. 5999-6000—Med. 113-21-1, dated 20th April 1922.

Medical Scholarships.

Form of Agreement revised.

Clause (6) of the Form of Agreement prescribed in Governmen Order dated 3rd July 1919 requires that a Medical student who hold a scholarship from Government during the course of his studie should refund to Government the whole of the amount received b him from Government in case he fails to enter the service of Govern ment on such terms as may be fixed by Government or having e entered, *fails to continue* in the service during a fixed period.

As the words italicised in the above paragraph cannot be con strued as applying to cases of persons who get dismissed from th service, Government consider it necessary to amend the clause so a to include such cases. They are accordingly pleased to amend th clause so as to read as follows :—

(6) but in case the medical student fails to prosecute h studies with due diligence, or is dismissed from the aforesaid medica institution for misconduct or other causes, or fails to attend an

completely go through the full course prescribed without sufficient cause (the Government being the sole judge of what is sufficient cause), or upon the completion of the course fails to enter the service of Government on such terms as may be fixed by Government, or having so entered fails to continue in the service during the period of .. ..years prescribed as above, *or is within such period dismissed from service on account of objectionable conduct*, the medical student shall refund to Government the whole of the amount so received by the medical student as stipend or scholarship from the Government, on account of the school, College or examination fees, books and instruments and travelling expenses, if any, of the medical student.

G. O. No. L. 6084-90—Med. 68-21-9, dated 20th April 1922.

EDUCATION.

Departmental Publications.

The Inspector-General of Education in Mysore states that no provision has been made in the Government Order dated the 27th May 1920, for the grant of any discount to Village Elementary School Masters who have to procure books for pupils in rural areas and that the sale price of Departmental books as now fixed, *viz.*, 25 per cent over the cost price after allowing the trade discount of 15 per cent, does not leave a sufficient margin to cover outlay on packing, loss or deterioration of stock, etc. With a view therefore to make provision for commission to Branch Depot-keepers and Village Elementary School Masters at 15 per cent and $6\frac{1}{4}$ per cent respectively as well as to meet all other incidental charges the Inspector-General of Education proposes that the sale price of these publications may be fixed at 40 per cent above cost price, and that in order to facilitate calculations the prices of books may be fixed in round annas in cases of books costing more than 8 annas and in half annas below that price.

Government sanction the foregoing proposals of the Inspector-General of Education for one year as a tentative measure. The Inspector-General of Education is requested to submit a report at the end of that period as to how the arrangement has worked.

G. O. No. 3556-7—Edn. 361-21-2, dated 8th March 1922.

Grant-in-aid Rules.

AN AMENDMENT.

After a careful consideration of the representations in the Representative Assembly, Government direct that institutions started in the interests of any particular community restricting admissions to pupils of that community on grounds of religious belief, social customs or other reasonable cause, may be declared eligible for grant-in-aid subject to the usual rules of recognition, etc.

The following rule will accordingly be inserted in the grant-in-aid Code.

"No school shall be eligible for a grant-in-aid under these rules which is not open to all communities. An exception may be made in the case of schools started in the interests of any particular community restricting admission to pupils of that community on grounds of religious belief, social customs or other reasonable cause."

G. O. No. 3824-29—Edn., dated 11th April 1922.

Education Cess.

Levy Authorised in Bangalore District.

The Government are pleased to direct that Education Cess at half an anna in the rupee be levied on all items on which local cess is levied in the District of Bangalore from 1921-22 and utilised solely for purposes of education. The cess on land revenue should be collected with the last Khist in May 1922. In cases in which Kandayam of the year has already been paid in full, the cess due for the year 1921-22 should be added to the demand for 1922-23 and recovered with the Kandayam of that year.

G. O. No. L. 6232-6—L. B. 139-21-1, dated 24th April 1922.

Education Cess.

Levy Authorised in Chitaldrug District.

Government are pleased to direct that Education Cess at half an anna in the rupee be levied on all items on which local cess is levied in the Chitaldrug District from the year 1921-22 and utilised solely for purposes of education. The cess on land revenue should be collected with the last Khist in May 1922. In cases in which Kandayam of the year has already been paid in full, the cess due for 1921-22 should be added to the demand for 1922-23 and recovered with the Kandayam of that year.

G. O. No. L. 6237-41—L. B. 139-21-3, dated 24th April 1922.

AGRICULTURE.

Purchases of Seeds, Implements and Manures.

DIRECTOR OF AGRICULTURE EXEMPTED FROM FOLLOWING THE TENDER SYSTEM.

Under Rule 17 of the rules relating to the purchase of articles by Government offices certain officers and departments of Government are exempted from following the tender system in respect of the purchase of certain articles specially required for their departments in view of the fact that substantial economy could be effected by deviating from the tender system owing to the greater promptitude in the supply of the special articles by particular agencies. In support of his recommendation for similar special treatment, the Director of Agriculture represents that the most advantageous procedure in purchasing particular strains of seeds and fertilisers of high quality would be by calling for samples with quotations from various respectable firms having the samples analysed or tested and then ordering the quantites required. Government agree with the Director and authorise him to make purchases of seeds, implements and manures in the manner laid down in Rule 17 of the rules referred to above.

G. O. No. L. 5183-1—.1. *and E.* 100-21-7, *dated* 15*th March* 1922.

CO-OPERATIVE SOCIETIES.

Registrar's report for 1920-21.

GOVERNMENT REVIEW.

Development of Co-operation.—The number of Co-operative Societies at the beginning of the year 1920-21 was 1,402. One hundred and thirteen new societies were registered and 15 existing societies were wound up bringing the total number of societies at the end of the year to 1,500 which represents a net increase of 98 societies over the total number of the previous year.

There was a noticeable decrease in the membership of societies on some of the districts which is explained by the Registrar to be due to the removal of persistant defaulters by certain societies in the Tumkur, Kolar and Shimoga Districts. The explanation for the large decrease in the Chitaldrug District is not forthcoming but in the remaining four districts there was an increase in membership. The transactions in the societies also showed a reduction amounting to Rs. 23,77,665 due chiefly to the stoppage of purchase and sale of rice undertaken by the societies during the previous year. There was also shrinkage in the deposits in the societies owing to the attractions of the 6¼ per cent State Loan floated during the year. Owing to the tightness of the money market the financing institutions increased the maximum rate of interest from 6¼ to 7 per cent and consequently there was an increase from 10 to 10 per cent in the rate charged by societies on loans granted to the members.

The total reserve fund of the societies amounted at the end of the year to Rs. 6,93,407 as against Rs. 5,79,435 at the close of the previous year. Out of the reserve, about a lakh of rupees was invested in the 6¼ per cent State Loan, and a sum of about 7½ lakhs is reported to have been contributed by the Co-operative Institutions towards the same loan.

The amount of loans outstanding at the end of the previous year was Rs. 69,78,621. Fresh loans aggregating Rs. 58,14,432 were issued during the year, the major portion of it, *viz.*, Rs. 39,19,836 being issued for productive purposes. Out of the total amouut outstanding at the end of the year Rs. 66,34,085 fell due during the year and the total recoveries amounted to Rs. 51,24,091.

Co-operation in the Malnad.—The year was one of consolidation rather than of expansion. Nevertheless some progrese was made in the extension of the movement in the malnad. In the Kadur District, which till recently was somewhat backward thirteen new societies were started but it is a matter for regret that in Shimoga the efforts of the department did not meet with adequate response. There is

yet great scope for expansion in the Malnad areas and Government trust that the Registrar will continue to pay particular attention to the development of co-operative activities with special reference to the needs and requirements of the population inhabiting that region. The scheme of forming societies for the benefit of arecanut growers who form the bulk of the ryots of the malnad parts of Shimoga should receive the special attention of the Department. Another direction in which the malnad people may be helped by the Department is in the investigation of the requirements of the coffee growers in the Districts of Kadur and Hassan. The problems to be solved are somewhat difficult and Government await with interest the recommendations of the Co-operative Committee on the subject.

Non-credit Societies.—The bulk of the societies in the State were credit Societies of the ordinary type, the non-credit societies being only 137 in number. Of these 45 were Weavers' Societies, 5 were for Sericulturists, 2 for the benefit of Gudigars (carvers in sandalwood) and the remaining were for miscellaneous purposes. The number of societies for supplying the needs of agriculturists rose during the year from 51 to 68, Weavers' Societies from 40 to 45 and Grain Banks from 51 to 56. This may be regarded as satisfactory.

It is gratifying to note that efforts were made by the Registrar to utilise the Weavers' Societies for the creation of facilities in regard to the supply of raw materials, improved tools and designs and the marketing of their products. It is reported that 25 out of the 45 societies are now working in this manner. These societies in all had a membership of 2,000 and a working capital of Rs. 1,60,000 and the profits they realised in the purchase and sale of commodities amounted to Rs. 17,800. The Bangalore City Weavers' Co-operative Society is the only Weavers' Society which is transacting business on a large scale. This society earned during the year a profit of Rs. 5,037 against 4,968 in the previous year.

Two Inspectors have been specially deputed for the inspection of the industrial societies and one Inspector trained in technical methods helped the societies for a period of seven months in improving the quality of the output.

Of the two Dairy Societies that were in existence during the previous year one was wound up and the cattle breeding society at Maddagiri went into voluntary liquidation at the close of the year. One society was formed during the year at Heggodu in Sagar Taluk for the benefit of areca growers with the object of collecting the produce of the gardens and selling it in suitable markets.

The Registrar reports that in spite of there being scope for the development of sericultural co-operation, the department has not been able to show progress in that direction. The difficulties in the way of successfully organising and working such societies should be enquired into and action taken to secure better results in the coming year. The Superintendent of Sericulture is expected to afford the necessary help and facilities to the Registrar.

Six house building societies were working at the beginning of the year of which 4 were in Bangalore, 1 in Mysore and 1 in Hassan.

Two more were organised during the year in the Bangalore District, one for the benefit of Government officials and the other of the depressed classes. The object of most of the societies was to finance the members for building houses. The Gavipuram house building society is reported to be the only society which had for its object the purchase of sites and construction of houses for the use of members. This society purchased one acre of land in the Gavipur Extension of the Bangalore City and proposes to construct model houses for the use of the poorer section of its members. Government consider that there is great need for promoting societies of this kind as the want of proper house accommodation is keenly felt in many towns of the State.

It is a matter for regret that the jaggory manufacturing societies have not proved successful. The only rice-hulling society which was in existence has not made appreciable progress.

Goverment are glad to learn that the scheme for the supply of fuel through Co-operative Societies in Bangalore City is working satisfactorily.

In addition to the Societies referred to above, Government will be glad if the Registrar will consider the practicability of starting societies for the benefit of cartmen, jatka-drivers and such other poorer classes of people.

Societies for the Depressed Classes.—Societies for the exclusive benefit of the depressed classes increased from 29 to 40 during the year. Membership in all the societies in the state is open to this class of people who, it is noted with satisfaction have taken advantage of this facility to a considerable extent. Government however agree with the Registrar that the ordinary societies do not fully meet the needs of the depressed classes and that special societies for their benefit should be organised for some years to come. Progress in this direction is doubtless difficult owing to the dearth of enthusiastic workers. Government agree that special measures are necessary and they will be glad if the Registrar will submit suitable proposals for financing such societies and if necessary for the entertainment of a paid staff for their management.

Co-operative Banking.—As during the previous year, there were two Central Banks in Bangalore for financing the primary societies. The net profits of the Bangalore Central Co-operative Bank was Rs. 47,029 as against Rs. 41.452 in the previous year and that of the Mysore Provincial Co-operative Bank Rs. 12.657 as against Rs. 12,976. The former Bank granted loans amounting to Rs. 72,463 to the societies against Rs. 1,47,616 in the previous year and Rs. 2,07,103 to individual members as against Rs. 3,68,236 in the previous year.

The Provincial Bank which transacts business only with primary societies granted loans during the year to the extent of Rs. 1,21,384 as against Rs. 87,580 in the previous year.

Economic condition of the Members of rural societies.—Government note that the staff of the department have carried out an investigation into the economic condition of the members of 70 rural

societies. The progress of the work seems to be slow and it should be possible to complete it in a selected area and submit a considered report on the results disclosed by the investigation. The Registrar may devote special attention to the question and furnish Government with such a report before the end of the current year.

Suits.—The number of suits filed against members of societies is increasing year by year and Government consider that their disposal is not sufficiently prompt. Out of 3368 suits pending disposal during the year 1605 were disposed of leaving a balance of 1763. There has been a steady improvement in the disposal of suits by the Registrar and his assistants though they have not been able to cope with the new institutions. It is explained by the Registrar that the bulk of the suits now pending come from a few mismanaged societies which are about to be wound up and that the increase is likely to continue for two or three years after which a substantial reduction might be expected.

Out of 918 suits referred to arbitrators, it is reported that only 71 were disposed of by them. This is very unsatisfactory. The Registrar should take action to see that the cases are attended to more promptly by the arbitrators.

Out of 2281 decrees pending execution before the Deputy Commissioners of Districts only 433 were disposed of or leaving 1848 decrees pending at the close of the year. This can scarcely be regarded as satisfactory although there was a decided improvement as compared with the previous year.

Audit and Inspection.—The inspection work done during the year was fair, nearly all the societies having been inspected once and some of them more than once. Government note with satisfaction that the two Central Banks utilized the services of a staff of inspectors of the department to inspect societies affiliated to them, 86 societies affiliated to the Bangalore Central Co-operative Bank being inspected by two Co-operative inspectors and 79 societies affiliated to the Mysore Provincial Co-operative Bank by one Inspector during the year.

Concluding remarks.—Government have perused the Registrar's report with interest and are glad to note that the progress of the department during the year was satisfactory having regard to the stringency of the money market and the slackness of business conditions which prevailed during the year. Government appreciate the interest taken by the Bank of Mysore in rendering financial assistance to the Co-operative Societies.

The expansion of the movement in the Malnad and other backward parts of the State, the special needs of the depressed classes and the development of industrial and other non-credit institutions require greater attention in the coming year. The report of the Co-operative Committee which has completed its sittings is awaited as Government expect to receive valuable suggestions from the Committee as to the lines on which development should proceed in future.

G. O. No. L. 4532-81, dated 24th March 1922.

LOCAL SELF-GOVERNMENT.

Minor Municipal Councils.

Grant of additional powers.

Government Order No. R. 6319—Ml 81-91-6, dated the 25th November 1920, directs the imposition of the marginally noted taxes by minor Municipal Councils with effect from 1st July 1921 and issues rules for the levy of the said taxes.

1. A tax on buildings and lands situated within the Municipal area.
2. A tax on vehicles and animals.
3. A tax on arts, profession etc., and
4. An Octroi on animals and goods.

Government Order No. L. 1720-7—Ml 200-19-6, dated the 21st September 1921 authorises Minor Municipal Councils to levy market fees under Section 70 (2) of Mysore Municipal Regulation, VII of 1906 in addition to the taxes referred to in Government Order of the 25th November 1920.

Government further authorise the Minor Municipal Councils to exercise powers under the Mysore Municipal Regulation in respect of the items detailed in the margin in addition to those authorised in the Government Orders of the 25th November 1920 and the 21st September 1921.

1. Levy of toll on vehicles and animals under Section 59 (iii) of the Mysore Municipal Regulation
2. Levy of fees for certain licenses granted under section 70 (1) of the Regulation,
3. Licensing markets and slaughter houses under section 139 of the Regulation and
. Opening, closing and letting of markets and slaughter houses under section 140 of the Regulation.

G. O. No. L. 5241-8—Ml. 55-21-100, dated 16th March, 1922.

Supply of water and electric power to Bangalore and Mysore Cities

Apportionment of Charges.

Government have had under consideration for some time past the question of laying down a definite policy in regard to the apportionment of charges for the supply of water and electric power to the cities of Bangalore and Mysore, between Government and the City Municipalities. With a view to enable Government to arrive at a proper decision in the matter, a committee was constituted under Government Order No. R. 10401-6 Ml. 176-19-1 dated the 9th March 1920 presided over by Rajamantrapravina Mr. P. Raghavendra Rao, B.A., B.L., Member of Council and composed of the Financial Secretary to Government, the Chief Engineer, the Chief Electrical

Engineer, the Revenue Secretary to Government and the Presidents of the two City Municipal Councils as members. The Committee met on the 5th July 1920 and submitted their recommendations in respect of the apportionment of both electric lighting and water supply charges. Government passed orders on 21st November 1921, on the recommendations of the committee in respect of the apportionment of electric lighting charges.

The recommendations of the Committee in regard to the apportionment of water supply charges are as follows:—

A. Maintenance Charges.

(1) that the whole of the amount realised from water tax and excess water charges by the two Municipalities should be handed over to Government towards the annual maintenance charges.

(2) that the two City Municipal Councils should make an effort to increase their income under "Water Tax' so that they might meet the working charges to reduce which, every effort should be made by the Water Supply Department.

(3) that, when the income is sufficient to meet the expenditure the Municipalities may themselves take over charge of the works; and

(4) that the period during which the Municipalities should improve their income and prepare themselves to take over charge of maintenance should be fixed at 6 years in the case of Bangalore City and 8 years in the case of Mysore City and that, during this period, the Public Works Department, should try to reduce the expenses, so that the concern might become a self-supporting one so far as maintenance charges are concerned.

Capital Cost.

(1) that all future capital outlay including the cost of improvements or extensions to the existing supply should be borne by the Municipalities,

(2) that the Municipal Councils may float loans, whenever necessary, in case the realizations from the sale of sites in the new extensions are not sufficient to cover the cost.

The above recommendations of the Committee were based on the supposition that the annual expenditure incurred by the State for the maintenance of the Water Supply systems of Bangalore and Mysore Cities was $2\frac{1}{4}$ lakhs of rupees, of which, the contribution from the two Municipalities was not more than $\frac{3}{4}$ of a lakh. It is now found however, that the actual cost of operations of both the systems ranges from Rs. 4,18,000 to Rs. 4,90,000 per year, while the contributions range from Rs. 1,10,000 to Rs. 1,34,000 so that the burden on the State finances on this account is actually over $3\frac{1}{2}$ lakhs per year.

The existing arrangements between Government and the Municipal Councils of Bangalore and Mysore Cities in connection with the supply of water are therefore far from satisfactory, and require revision.

In the Bangalore City, the Municipal Council levies a water-rate of three-fifths of the house-tax or three per cent of the rental value of houses. This is a very low rate as compared with the rate of taxation in the Civil and Military Station Municipality where water-rate is fixed at 6 per cent on the rental value of buildings. The collections from this three per cent water-rate amount to about Rs. 40,000; but even this small collection is not entirely paid to Government. The Municipal Council is contributing only a fixed sum of Rs. 30,000; a year under an arrangement sanctioned in Government Order No. Fl. 4815-21—Ml. 88-04-4 dated the 3rd February 1906, thus making a profit to itself of Rs. 10,000. The Municipal Council has to hand over in addition the whole of the collections under excess water charges; but these charges are not promptly collected and are heavily in arrears. The supply of drinking water is one of the primary duties of a Municipal Council, and there is no reason why the Bangalore City Municipal Council should not pay the whole of these charges, enhancing the water-rate to the extent necessary to make the scheme self-supporting. In the Civil and Military Station, the incidence of water-rate per head of population amounts to Re. 0-14-2, while in the Bangalore City, it is only Re. 0-5-5.

In the Mysore City also, the water-rate is only three per cent of the rental value and the incidence per head of population is as low as Re. 0-3-9. The Municipal Council has to pay over to Government the whole rate collected as well as the excess water charges. But both of these items are heavily in arrears and under the present system, the Municipal Council has no incentive to improve its income from the water-tax. Such a state of things should not be allowed to continue indefinitely and Government trust that both the Bangalore and Mysore City Municipalities will take vigorous steps not only to collect all the arrears both in respect of water-rate and of excess water charges but also to improve their income from water-rate.

As regards the future policy in respect of the maintenance of the water supply systems in the two cities, Government have carefully considered the recommendations of the Committee appointed in March 1920, as well as the views put forward by the two Municipalities in the light of the present financial situation, and are pleased to issue the following instructions :—

(1) The entire charges for water supply to Bangalore City should be borne by the City Municipal Council from 1st July 1924. For the year 1922-23, the Municipality should pay over the entire collections under water-rate and excess water charges. Half the deficit, if any, in the year 1923-24, should be borne by the Municipality in that year and the entire charges will be transferred from 1924-25.

(2) As regards Mysore City, a contribution from Government will be granted as a special case, for a period of two years from 1922-23 to meet the deficit, if any, but the City Municipal Council should bear the entire cost of the water supply system of Mysore City from the year 1924-25.

(3) In the meantime, steps should be taken by both the Muni cipal Councils to raise their rates of water-tax under Sec tion 59 of the Mysore Municipal Regulation so as t balance the income and expenditure, and

(4) All arrears yet to be collected and paid to Governmen should receive prompt attention of both the City Muni cipal Councils and a report should be made to Govern ment on the 1st July 1922, showing the Demand, Collec tion and Balance.

Before concluding, Government desire to express their thanks to the President and Members of the Committee referred to above for their comprehensive recommendations.

G. O. No. L. 6050-65—Ml. 176-19-25, dated 19th April 1922.

Bangalore City Improvements.

MEMORANDUM OF PROGRESS.

In the Government Order of December 1913, the Bangalore City Improvement Committee of 1908, was reconstituted with a view to develop and execute a scheme of improvements for the Bangalore City, consisting among other items, of the following:—

(*a*) Preparation of a map of the City.

(*b*) Improving the communications by short circuiting the existing roads so as to give easy access to all parts of the City.

(*c*) Provision of sites for building parks and children's play grounds.

(*d*) Improving drainage.

(*e*) Allotment of sites for markets, Municipal buildings, Schools and Boarding houses and for public institutions and

(*f*) Provision of future extension of the City.

By 1918, a programme of works had been approved and the arrangements for financing them specified. In 1920, the City Improvement Committee was again reconstituted, Rajasabhabhushna Dewan Bahadur K. P. Puttanna Chetty, C.I.E., who had since 1913 been President of the Bangalore City Municipal Council and ex-officio Chairman of the City Improvement Committee, and who vacated the Presidentship in 1920, kindly agreed to continue as Chairman of the City Improvement Committee and was accordingly appointed as such

Government Order dated 31-12-1921, Government have, in view of the present financial situation which may not permit of a Government grant of more than Rs. 60,000 annually directed the winding up of the City Improvement Committee as a distinct body by the end of February 1922 and the transfer of its work to the Bangalore City Municipal Council. In winding up the work of the City Improve ment Committee, Mr. Puttanna Chetty has submitted for the infor mation of Government, a Memorandum on the progress of the Banga

lore City Improvement Works from the commencement up to the end of February 1922.

The Government have read this Memorandum with much interest and are pleased to note that it records substantial progress under all heads during the eight years of Mr. Puttanna Chetty's stewardship. A regular and full survey of the City and the extensions has been completed and a correct map of the City with full details has been prepared as also a General Index map (12 inches to 1 mile). Besides the linking up of the various lanes in the City, an important new thoroughfare has been opened connecting the eastern extensions to join the Hoskota road near the Metal Factory thus relieving the congestion of traffic in Market Square and Doddapeta. A large number of open spaces has been provided within the City to serve as lungs. A comprehensive scheme for City drainage has been prepared which is estimated to cost 19 lakhs of rupees. As this scheme may take some time to materialise, the most urgent parts of it, namely, the laying of the lane from the City Market to Sunkal Tank and the Sub-Main to sewer the Visvesvarapuram extension have been separated for urgent attention. A new extension *i.e.*, Visvesvarapuram, has been developed and laid out as an entirely self-supporting scheme. The extension which is expected to yield to the Municipality total receipts aggregating over 7 lakhs is not likely to cost more than Rs. 6,60,000 including all items of work in the extension. Already the extension has been formed and practically all the sites sold. What was a neglected and insanitary area has thus been developed to a valuable assest of the City. The General Market of the City has been vastly improved. Out of an estimate of 4½ lakhs of rupees sanctioned for this purpose, works to the extent of more than Rs. 3,30,000 have been executed. Material progress has been achieved in laying out the Hoskota road as a shop street. Plans and estimates have been got ready for a Town Hall but the work has had to lie over owing to the present financial situation. The construction of the Municipal Office could not make progress owing to certain defects in the site first selected, and revised plans and designs for constructing it on its present site have been got ready.

In all, a sum of Rs. 11,50,839 has been spent on Bangalore City Improvements during these eight years and the establishment charges have been kept low, being only 7.7 percent of the total outlay.

From the above brief resume, it will be seen that considerable progress has been achieved in the direction of improving the City of Bangalore during the past eight years. The Government of His Highness the Maharaja wish to take this opportunity of placing on record their high appreciation of, and acknowledgments for, the valuable services rendered by Rajasabhabhushana Dewan Bahadur K. P. Puttanna Chetty, C.I.E., as Chairman of the City Improvement Committee and to express their sincere thanks to him for the same. The thanks of Government will also be conveyed to the other members of the City Improvement Committee for their co-operation and advice.

G. O. No. L. 6257-8 Mi.—180-21-1, dated 25-4-22.

MISCELLANEOUS.

Mahomedan Officials of Government.

INTERVAL FOR NAMAZ.

Government direct that on Fridays, Mahomedan officials o Government be given an hour's time between 12-30 and 1-30 P. M for namaz.

G. O. No. 3903-75—E. A. G. 42-21-1, dated 20th February 1922.

Assistant Commissioners.

CADRE REDUCED.

The permanent Cadre of the Civil Service (including Senior Assistant Commissioners) as fixed from time to time consists of 90 posts.

From time to time the following fourteen posts have been either abolished or rendered unnecessary in the Civil Service Cadre:—

(i) The post of Bangalore District Treasury Officer.

(ii) The post of the Civil Officer, Bangalore District, and of the Personal Assistant to the Deputy Commissioner, Shimoga District.

(iii) Two posts of Assistant Commissioner, District Excise Officers in the Districts into which the scheme for the separation of judicial and executive functions has been introduced.

(iv) The post of Sub-Division Officer, Chikmagalur Sub-Divison.

(v) Two posts of Under or Assistant Secretaries in the General and Revenue Secretariat.

(vi) The post of Sub-Division Officer, Hassan Sub-Division.

(vii) The post of Superintendent of Police, Railways and C. I. D

(*b*) The post of Sub-Division Officer, Bangalore Sub-Division which was ordered to be revived in Government Order No. G 16146-195—G. M. 584-16-1, dated 28th May 1917, has not been filled up and is now abolished.

(*c*) The post of Personal Assistant to the Deputy Commissioner Tumkur District. has been orderd to be abolished from the 1st July 1922.

(*d*) In the reorgainzation of the General and Revenue Secretariat sanctioned in Government Order No. O. 788-95—Cash 29-21-1, dated 27th September 1921, two posts of Subordinate

Secretariat Officers till now held by Assistant Commissioners, have been reserved for the Superintendents of the Secretariat and the posts have been ordered to be removed from the Civil Service Cadre.

The Cadre now consists actually of 76 permanent appointments distributed as follows:—

Department	No.	Nature of emloyment
General and Revenue Secretariat.	7	(*a*) Assistant Secretaries and Registrar.
	1	Assistant Secretary on duty with the Dewan.
Revenue Department ..	17	Assistant Commissioners in charge of Sub-Divisions.
	2	Personal Assistants to the Deputy Commissioners of Bangalore and Mysore.
	7	Treasury Assistant Commissioners.
	2	Assistants to the Revenue Commissioner.
Excise Department ..	2	District Excise Officers.
	1	Headquarter Assistant to the Excise Commissioner.
Survey and Settlement Department.	5	Assistant Superintendents.
Police Department ..	9	Superintendents.
	1	Headquarter Assistant to Inspector General of Police.
Judicial Department ..	10	Special Magistrates.
Accounts Department ..	5	(*a*) Assistant Comptrollers, including Huzur Treasury Officer.
Special Appointments.		
Chief Officers of Bangalore and Mysore City Municipalities.	2	(*b*)
Assistant Secretaries to His Highness the Maharaja.	2	
Special Income-tax Officer for Bangalore and Mysore Cities.	1	
Officers in reserve ..	2	
Total ..	76	

The Government direct that the permanent sanctioned cadre be reduced accordingly to 76.

Note—(*a*) So long as the post of Assistant Secretary, Financial Department is held by a Non-civil Service Assistant Comptroller, his place in the Comptroller's Office will be filled by an Assistant Commissioner.

Note—(*b*) The post of Chief Officer, Bangalore City, will not be filled up after the retirement of the present incumbent and so long as there is an official President.

This does not include the temporary appointments that may be sanctioned by Government from time to time in individual departments or offices.

G. O. No. 5836-54—C. B. 194-21-1, dated 21st March 1922.

Recognised Associations.

Government have carefully considered the question of the election of members to the Representative Assembly by recognized Associations, and direct that only one member be allowed for each recognised Association, and that the quorum required for meetings of non-official members of such Associations held for the election of members of the Representative Assembly be fixed at 25, irrespective of the number of members of the Association.

G. O. No. M. 4478-85—R. A. 45-21-3, dated 30th March 1922.

Vaccination Department.

REVIEW ON THE REPORT FOR 1920.

Result of vaccination during the year.—The number of persons vaccinated during the year was 141,451 as against 168,493 during 1919 showing a decrease of 27,042. Under district vaccinations, there was a decrease of 11,145 in the number of persons vaccinated. The average number of cases vaccinated by each vaccinator was 782 as compared with 932 during the previous year.

Prevalence of Small-Pox.—The total number of deaths from small-pox registered during 1920 was 5,742 as against 14,222 in 1919, the death rate being 1·00 against 2·5 in the preceding year.

Inspections.—The total number of vaccinations inspected by the District Health Officers and the Deputy Inspectors of vaccination was 86,193 as against 86,224 in the year previous. The Sanitary Commissioner inspected the work of Vaccinators and Medical Subordinates in 34 towns and 7 villages.

Compulsory Vaccination.—Vaccination was compulsory in 70 Municipal towns including Bangalore, Mysore and the Kolar Gold Fields. It is however reported that except in the 3 places mentioned above and in a few of the municipalities in the Hassan, Kolar and Shimoga Districts, the provisions of the Compulsory Vaccination Regulation were not strictly enforced. The attention of the Presidents of other Municipalities is invited to the remarks of the Sanitary Commissioner in para 9 of the report and they are requested to take suitable measures for the proper working of the scheme.

Cost of the Department.—The total cost of the department exclusive of the Vaccine Institute amounted to Rs. 55,816-4-11 as against

Rs. 50,486-12-5 in the preceding year. The average cost of each successful vaccination was Re. 0-8-6 exclusive of the charges of the Vaccine Institute and Re. 0-10-3 inclusive of the cost of the Institute as against Re. 0-6-5 and Re. 0-7-8 respectively in the previous year.

Vaccine Institute —The quantity of vaccine extracted during the year 1920 was enough for 205,108 cases against 280,389 during the previous year. The decrease is reported to be due to the inferior quality of calves available and unfavourable weather conditions. The net expenditure during the year was Rs. 7,788-9-4 as against Rs. 3,813-1-10. The gross cost of the lymph supplied during the year was 10·38 pies against 5·9 pies during the previous year.

G. O. No. L. 5739-50--San. 39-21-3, dated 1st April 1922.

Government Tents.

System of lending them out discontinued.

Government direct that the system of lending out Government tents to private persons and bodies be discontinued.

G. O. No. O. 2202-61—T. & S. 5-21-1, dated 4th April 1922.

Treasure Trove Regulation.

Rules.

Under Section 20 of the Mysore Treasure Trove Regulation III of 1910 the Government of His Highness the Maharaja of Mysore are pleased to issue the following rules to regulate the proceedings under the said Regulation,

1. (*a*) When the finder of any treasure has deposited it in the nearest Government Treasury, the Deputy Commissioner may remove it to any other Government Treasury.

(*b*) When the finder of any treasure has not deposited it in any Government Treasury or refuses or neglects to give the security required, the Deputy Commissioner may take possession of such treasure and remove it to the nearest or any other Government Treasury.

2. The Deputy Commissioner shall forward his notification requiring claimants to appear to the Compiler, *Mysore Gazette* for publication in English and Kannada, in 4 consecutive issues of the Gazette. The notification shall also be given publicity by a copy of the same being affixed in some conspicuous place of the village where the treasure was discovered and at the hobli headquarters of the village in which it was found if that village does not happen to be such headquarters.

3. The Deputy Commissioner shall, whenever he has made a declaration under Section 9 that any treasure is ownerless, and before

delivering or dividing the treasure in the manner laid down in Sections 10 to 15 of the Regulation, consult the Director of Archaeological Researches as to whether it is his intention to acquire such treasure or any portion of it. In making the reference, the Deputy Commissioner shall send for examination the ancient coins and other articles of antiquarian interest discovered as hidden treasure together with a detailed descriptive list of the objects found indicating which of the objects in the list are likely to prove of historical or Archaeological interest.

4. The Director shall, after examination and consultation with the Superintendent, Government Museum, return the treasure within a month from the date of its receipt in his office to the Deputy Commissioner for the prescribed proceedings being taken with regard to it under the Rules.

5. (*a*) If, on such examination, the Director considers that all or any of the coins or other articles are of a rare variety and of such antiquarian interest as deserve to be preserved in his office cabinet or the Government Museum, he shall submit a recommendation to Government for the acquisition of such coins or articles for Government, so that Government may, if it approves, issue the necessary instructions in that behalf to the Deputy Commissioner.

(*b*) When recommending the acquisition of the coins or other articles, he shall report to Government their probable value and submit a list of specimens of such coin or article which he may consider deserving of preservation.

(*c*) The Director shall submit to Government for transmission to the Director General of Archaeology in India, a report giving a brief description of coins unearthed, and if required by the latter officer, shall supply coins, if they are available to the Museum and other institutions in British India.

6. After the Deputy Commissioner has acquired the coins or other articles under the regulation, he shall forward them to the Director of Archaeological Researches for being disposed in manner indicated below :—

(*a*) When only one specimen of a coin is acquired, it shall be transmitted to the Superintendent, Government Museum for being preserved in the Museum unless a specimen of it already exists there, in which case it shall be kept in the cabinet of the Director of Archaeological Researches in Mysore.

(*b*) When more coins than one of a single variety have been acquired, the Director will keep one in his cabinet and transmit the rest to the Superintendent, Government Museum. The Superintendent will keep one coin in the Museum and he shall from time to time advertise in the *Mysore Gazette* the sale of the surplus coins. He will also supply a list of coins for sale to such numismatists as might have registered their names and to such Museums and Societies as are in his opinion, likely to acquire them.

7. Deputy Commissioners may, on the recommendation of the Director of Archaeological Researches, purchase without reference to

Government coins which are of less value than Rs. 10 from the finders on the terms laid down in Section 17 of the Regulation. Such coins shall be sent by the Deputy Commissioner to the Director of Archaeological Researches who shall deal with them in the same manner as is laid down in the preceding rule.

8. A list of surplus coins not sold within six months of the date of advertisement in the Gazette shall be submitted to Government by the Superintendent, Government Museum, for their orders on the 1st January and 1st July of each year.

9. Deputy Commissioners shall put forward the claims of Government under the Regulation to all valuable copper plates, inscriptions etc., in cases to which the Regulation applies and officers in all Departments shall report to the Deputy Commissioner any discoveries which may come under their notice.

Foot notes to Rule 9 :—

(1) The Mysore Treasure Trove Regulation III of 1910, permits the Government to claim the possession of treasure of which, as laid down in Section 4 of the Regulation, the amount or value is over Rs. 10. Such "value" is not, as in Section 16, the price which the mere material of the articles found would fetch, but the market value or the price which the discovered object might, if offered for sale, reasonably be presumed to realise. The conditions under which the finder of treasure is to be compensated in cases where the claim of Government is asserted is there defined as the value of the materials only plus one-fifth of such value. The extra price which the discovered article might realize in virtue of its value as an object of Archaeological interest need not enter into account.

(2) A material portion of discovered antiquities will be ascertained on enquiry to have been found in circumstances which would bring them under the provisions of the Regulation. Such will be the case in respect of all ownerless antiquities of any value "hidden in the soil or in anything affixed thereto." Statuary and remains of buildings, as well as coins, would, if buried under ground, usually satisfy the required conditions and could be classed as treasure under the definition of the Regulation, which was intended to apply to objects of antiquarian interest discovered below the surface of the soil.

(3) The rules apply to the preservation *in situ* of objects of Archaeological interest which may be claimed under the Regulation.

(4) It is the duty of all the servants of the State to protect national interests so far as to ascertain the particulars of any discovery which may be brought to their notice and to report the circumstances to their superior officers for communication to the Deputy Commissioner and the Director of Archaeological Researches in Mysore.

Notification No. R. 5513—L. R. 292-21-1, dated 20-4-22.

Local Service and Pleaders' Examinations.

To be held in December 1922.

The Secretary to the Board of Management of the Local Service and Pleaders' Examinations, states that the scheme of holding two examinations in a year is self-supporting and that the Board are of opinion that the examination may with advantage be held in December 1922 also, and requesting sanction to the same.

The recommendation of the Board to hold a second examination in December 1922 is approved.

G. O. No. 4924-85—L. E. 8-21-2, dated 26-4-22.

PART II. – Books, Pamphlets, etc., issued by Government Departments (Mysore).

Nil.

PART III.—Extracts.

AGRICULTURE.

Elementary Agricultural Education.

A NEW SCHEME.

[Bengal]

For some time past the question of agricultural education has been engaging the attention of the Government of Bengal in the Ministry of Agriculture and Public Works. The great increase in the cost of living and the consequent necessity for increasing the output of the soil, the growing demand for vocational education, and need of new fields of employment for the middle classes have all combined to impress Government with the desirability of framing a comprehensive policy of agricultural education to which effect can be given as the finances of the province permit. The object of this resolution is to explain the views which Government have formed and to invite public opinion thereon.

2. Agricultural institutions fall into three grades—(1) higher (2) secondary and (3) elementary according to the class of instruction which they impart. In addition to the institutions of these three grades it may eventually be necessary to open special schools at which such subjects as dairy and poultry farming and horticulture will be taught.

3. It has been decided that the highest type of agricultural education will be imparted at the proposed Institute at Dacca. Land has already been acquired for the purpose and the plans and estimates have been sanctioned. The Institute will be equipped with all the modern appliances necessary for the highest agricultural training. Only graduates in science or agriculture will be admitted to the courses, and these will be of the most specialized type, including agricultural botany, agricultural engineering, dairying and other subjects. It may, however, also be found necessary to provide a complete course of undergraduate studies up to the standard taught at other provincial colleges.

4. An attempt to meet the needs of less advanced students was made in 1920, when as an experimental measure two agricultural vernacular schools were started, one at Dacca and the other at Chinsura. The object of these institutions was to train the sons of cultivators in the elements of improved agriculture and allied subjects

such as smithy and carpentry while at the same time allowing them to pursue their vernacular education in literature and mathematics. It was hoped that on the completion of their training these youths would return to their home and apply their knowledge in the cultivation of their holding. Experience proved, however, that these two schools were in many respects not suitable for the purpose for which they were intended, the main objection being that they were far too costly. The position has therefore been reviewed by the Government of Bengal in the Ministry of Agriculture and Public Works and these schools have been raised to the secondary standard from the beginning of this session. The students will receive a good theoretical and practical training in agriculture, including rural economics and organisation in agricultural engineering, including carpentry, smithy, surveying, working and repair of agricultural implements, etc., and in horticulture, dairying, poultry-keeping, veterinary hygiene, book-keeping and zemindari accounts. The primary object of these schools will be to train a class of men who will be fitted to undertake practical farming or to accept employment under Government or private zemindars as agricultural demonstrators or as teachers in elementary agricultural schools. The majority of the students will be selected from the agricultural classes, and it is hoped that a large number of them will return to their holdings and devote themselves to intensive farming on modern lines.

5. It is apparent, however, that to satisfy the needs of the mass of the people, the cultivating classes will have to be approached through a much simpler and less expensive system of education. At the last meeting of the Bengal Board of the Agricultural Department the subject was discussed at length, and it was agreed that though the Department of Agriculture, by its researches, demonstrations and propaganda work has done a great deal to educate the cultivator, there is need for the establishment of a net-work of elementary agricultural schools of an inexpensive type, where the sons of the cultivators will receive a systematic training in the elementary principles of agriculture. In response to this decision of the Board the Government of Bengal in the Ministry of Agriculture and Public Works put Dr. N. Gupta of the Department of Agriculture on special duty to work out proposals for the establishment of such schools, and the Director of Agriculture, in consultation with him, has submitted a scheme to Government which is described below.

6. These schools will be located within easy reach of the cultivator and will each serve a limited area. They will be of the most inexpensive type. The course will extend over two years and the training will be of a practical character, but in order to keep up the knowledge acquired by the students in the primary schools, some instruction in reading and writing will also be given. The reading will, however, be confined to a vernacular agricultural primer to be written by a departmental officer. The course will consist of agriculture, including cattle management and hygiene, elements of mensuration and surveying, and elementary carpentry and smithy, all with

special reference to the every-day needs of the cultivator. Besides these, short conversational lessons will be given to the boys, with the help of lantern slides and charts, on the elements of personal hygiene and rural sanitation, co-operative credit, agricultural improvement, etc., with the object of broadening their intelligence without unduly taxing it. The subjects will be dealt with in an elementary manner and the course arranged in such a way as to be of real help to the student in his after-career as a cultivator.

Every school will have its own land where the students will be required to do all the agricultural operations themselves (in a joint plot in the first year, and in individual plots in the second). In addition they will be required to do the annual repairs of the school house and to keep the place clean. No habits of luxury will be encouraged and there will be no furniture except mats for the boys to sit on. The headmaster of the school will also be the agricultural demonstrator for the locality and each school will in reality be a demonstration centre where the local people can get visual evidence of the value of agricultural improvements. Each school may also serve as centre for lectures for the surrounding villages.

The entrance qualification of the pupils will be the lower primary standard and the minimum age 13 or 14 years for boys with a strong physique. It is expected, however, that these schools will be taken advantage of by much older boys of the cultivating classes. The authors of the scheme consider that a course of agricultural education even of the most elementary character, if it is to have permanent effect, should extend over two years. But it is realised that the Bengali cultivator may often be unwilling to spare his son for so long a period, and to meet the difficulty it is proposed to make the first-year course as complete as possible in itself to enable such boys to profit from one year's attendance. It will be a course suited to cultivator's sons who wish to work their own small holding on improved methods without going in for any great expenditure. It will embrace a comprehensive grounding in the elements of agriculture. The second-year training will be a continuation of the first year on higher standard with the addition of a few practical courses on special subjects like *gur*-making, tobacco-curing, poultry-farming, vegetable-cultivating, butter-making, cigar-rolling, etc., according to the facilities which the locality affords for such training. The curriculum will be adjusted to suit the requirement of more advanced cultivators who can afford to go in for intensive crops and the use of simple improved implements and better manuring.

The buildings of the school will consist of a school room, teacher's quarters, and workshop, a cattle shed and fodder godown and a house for menials. The equipment of the workshop will be complete, but inexpensive, and the building will be constructed of local materials in the cheapest manner possible. The minimum capital expense of such a school consistent with efficiency has been estimated at about Rs. 3,000, excluding the cost of the land and the annual recurring charges at about Rs. 1,800 per school. It is hoped

that the capital expenditure on these schools will be considerably diminished by contributions from local bodies and private persons in the shape of money or of land and buildings. It is gratifying to note that the Government have already received such offers from private individuals and have reason to believe that more will be forthcoming.

7. The Government of Bengal in the Ministry of Agriculture and Public Works fully realise that the question of elementary agricultural education is not free from difficulties, and they are desirous of obtaining the views of the public on the subject. They, therefore, invite expressions of opinion on these proposals for the establishment of elementary agricultural schools and particularly as to (*a*) the desirability of opening the elementary agricultural schools as detailed above, (*b*) their prospects of success, (*c*) the suitability of the curriculum (appended), (*d*) the length of the course, (*e*) the prospects of actual cultivators' sons attending such schools, (*f*) the capacity of the boys to assimilate the teaching, and (*g*) the most suitable age and educational qualifications for admission.

CURRICULUM FOR AN ELEMENTARY AGRICULTURAL SCHOOL.

1st year Course.

1. Reading and writing on agricultural subjects with a view to keeping up the knowledge acquired in the primary school.

2. Practical agriculture, including cattle management, germination test, ploughing, use of implements, cultivation of jute, winter paddy and other local crops of importance, fodder crops. Gardening. Use of selected seeds. Variety tests. Demonstration of the value of manures.

3. Handicrafts with a view to teaching the students how to use their hands—

(*a*) Carpentry, sawing, planing, chiselling and simple joints, all with special reference to the needs of a rural cultivator.

(*b*) Smithy. General practice.

4. Mensuration. Area, square and cubic. Measurements, volumetric, by weight and linear.

5. Social and rural welfare subjects, *e.g.*, personal hygiene and rural sanitation.

2nd year course.

1. Reading on agricultural subjects. Principles of manuring. Green manuring. Oil-cakes. Cowdung and its conservation. Artificial manures. Crop pests and their remedies. The use of improved seeds and the principles of selection in the field and the importance of purity to type. Marketing: the value of quality. Cattle diseases: their recognition and simple methods of treatment.

2. Practical. Use of implements and their adjustment. Improved plough and hoe. Irrigation and drainage. Cultivation of jute, *aus* paddy, sugarcane, *rabi* crops, fodder crops, potato, tobacco, etc.; vegetable growing, *gur*-making, poultry keeping, butter-making, and other specialities according to locality.

3. Handicraft—

(*a*) Carpentry. General use of carpentry tools. Making and repairing of simple furniture, implements, houses, fences and gates.

(*b*) Smithy. The making of simple iron implements, *e.g.*, dāo, kodali, sickles, etc. Repairs of agricultural implements.

4. Surveying. Simple chain survey. Laying out of plots, drains and roads. Minor earthworks and excavation of wells.

5. Subjects of social and rural welfare. Principles of co-operation and co-operative credit. Citizenship. Hygiene and sanitation. First aid.

For the use of the boys an agricultural primer will be written by an officer of the department based on the following syllabus. Students of the first-year will have to use this book for their reading and writing :—

The plant, its parts : root, stems and leaves. Analogy between a plant and an animal. Plant growth and nutrition. Seed, its formation; good and bad seeds ; germination and its testing, sowing of seed, thick and thin sowing, sowing in rows, broad casted and transplating.

Soil, its formation, constitution. Plant food : nitrogen, phosphates and potash, lime, humus.

Tillage. Improvement of soil by liming, manuring, etc. Soil water. Various ways of adding plant food to the soil.

Crops ; their classification and rotation, weeding, thinning, ploughing and plough cattle. Cattle hygiene and fodder crops.

CO-OPERATIVE SOCIETIES.

Registrar's report for 1920-21.

GOVERNMENT RESOLUTION.

[Bengal.]

The Bengal Co-operative Organization Society, which is doing useful work as a central bureau of information and advice on co-operative matters, devoted particular attention to the solution of problems peculiar to Calcutta. As a result of the activities of its Housing Committee, the organization of a co-operative housing society has now become a matter of practical politics. The Stores Sub-Committee is engaged in an attempt to organize co-operative coal supply in Calcutta. The departmental museum has been instrumental in bringing the work of the industrial societies to the notice of the public and securing orders for them.

There are now eleven Agricultural Purchase and Purchase and Sale Societies as compared with seven in the previous year. On the whole, these societies have shown satisfactory progress. Their growth is in no way forced. The Co-operative Department are well aware of the general incapacity of cultivators to manage the business affairs of these societies and they do not too readily encourage their organisation. In spite of this cultivators have insisted on making an attempt in different districts. This development is satisfactory inasmuch as it proves that these cultivators no longer regard co-operation as an easy means of getting cheap loans, but understand and appreciate the true principles of the co-operative movement. The Khepupara Supply and Sale Society has been a conspicuous success. It now serves nearly 3,000 families and is rapidly expanding its business. It has recently erected, at a cost of Rs. 18,000, a godown capable of storing 40,000 maunds of paddy which will enable the members, who have hitherto been forced to sell the produce at a sacrifice for want of storage room, to wait for a favourable market. The co-operative store at Naogaon is another successful institution. Its business is rapidly developing and it has now two shops in the town of Naogaon ; it has also started a printing press which is executing orders for co-operative societies in every part of the province. The milk societies in the Barasat subdivision unfortunately received a serious set back owing to circumstances which might have been avoided by timely action. When the situation was realized prompt measures were taken to retrieve the situation and the crisis is now past. The Naogaon Ganja Cultivators' Co-operative Society also passed through a severe crisis during the year. An attempt to spread the non co-operation movement in the area completely failed, but internal dissensions for which the agitators were to

some extent responsible, considerably hampered the development of its work. By the end of the year, however, these differences were composed, and there is every reason to hope that this society will now continue its former prosperous career.

The number of non-agricultural societies increased from 360 in the previous year to 438 in the year under report. Of these, 148 are credit societies with a working capital of Rs. 55,82,000. Taken as a whole, the returns of these societies are most satisfactory. The Calcutta Credit Societies, 33 in number, are a sound financial group and afford great assistance to 23,000 middle class employees in Calcutta offices. An interesting feature of the Chittagong group of societies is the fact that punctuality in repayment is encouraged by allowing a rebate of interest on loans repaid on the due date, whereas in other districts penalties are imposed for unpunctuality. The system in force at Chittagong is in the true spirit of co-operation and it is satisfactory to find that it has proved more efficacious than the system of penalising unpunctuality.

The number of non-agricultural supply and sale societies has risen from 18 to 90 in two years. This large increase was due to economic causes. High prices and profiteering induced people of the middle classes to attempt co-operative distribution. It was found, however, that many of these societies were working on wrong lines. The true spirit of co-operation was absent; members were disloyal, credit was too freely given, and reckless attempts were made to undersell the market. A halt was therefore called in the organisation of new societies and the officers of the department devoted their attention to the improvement of existing societies. Some improvement has already been effected, but many of the societies are so bad that the only course is to close them. The Registrar points out that these failures have their value and that the experience gained will lead to an advance on sounder lines.

The number of Weavers' Societies has increased to 117, but it is only in Bankura that anything like an outstanding success has been achieved. Owing to the prevailing economic conditions, the turn-over of the Bankura Industrial Co-operative Union was considerably smaller than in the preceding year, but in other respects the union made distinct progress. The societies have improved and bad workers and bad societies have been replaced by good workers and good societies. The quality of the work has greatly improved and cloth is now woven at Bankura which the weavers could not have attempted to make two or three years ago. Financially too the union is much stronger. The paid-up share capital exceeds Rs. 10,000 and nearly half of it belongs to the weavers themselves.

An important feature of the situation is the increasing interest and sympathy shown by the public towards the co-operative movement in practically every part of the province. In particular the interest of the zamindars in the movement has shown a marked increase and many of them have rendered valuable assistance, both financially and by propaganda.

Registrar's Report for 1920-21.

GOVERNMENT RESOLUTION

Central Provinces.

In reviewing last year's report, His Excellency the Governor acting with the Minister drew attention to the large expansion in the number of societies registered, and to the difficulties in financing their needs. Not only was the number of members greatly increased but the average loan required by each member was much larger, owing to the high level of prices and other causes. In attempting to meet this heavy demand from societies for extra capital, the Provincial Bank had reduced to a dangerously low percentage the fluid resource held for the repayment of short-term deposits. By October 1920 the Provincial Bank had exhausted its fluid resource held for the protection of the credit organization as a whole, and was unable to finance the central banks. The reserve fund of the Provincial Bank had also been utilized in the ordinary business, and was thus not available to perform its proper function. The result of this neglect to observe two cardinal principles of sound banking was that the Provincal Bank found itself unable to take its allotted part in the financing of the co-operative movement. A crisis arose owing to the severe failure of crops and consequent famine. Recoveries of advances could not be made by societies, funds were not available for the repayment of due deposits and no resources were available for the grant of advances for the next season's requirements of members. In January 1921 the Registrar, acting upon orders issued by the Local Government on a report submitted by him, convened and presided over a special meeting of the Federation Congress, and at that meeting a resolution was passed invoking Government aid.

The help given by Government has taken two forms. In the first place it was necessary to provide the banks with a fluid resource, in order to repay depositors and restore public confidence, and this was found in the shape of a cash credit to Government by the Imperial Bank of India. This account had, at first, to be drawn on to the extent of Rs. 3,52,344. At this point the tendency to withdraw deposits was checked, and a judicious increase in rates of interest soon brought in fresh deposit money. The increased rates to depositors had to be met by an increase of the rate on loans to societies. On such loans most of the central banks have adopted the 15 per cent rate recommended by the Registrar; but it is a matter for regret that some banks have chosen to adhere to the 12 per cent rate. These banks are doing business on too narrow margins and their profits will be so small as greatly to prolong the period within which the restoration of the fluid resource must be made. Notwithstanding this fact, the credit movement as a whole has displayed considerable buoyancy, and about Rs. 6 lakhs are now held in the fluid resource account. It must be emphasised that the Local Government cannot undertake the provision of fluid resource as a permanent measure. One year out of the three, for which the arrangement with the Imperial Bank of

India has been made by Government, will shortly elapse; and at the end of the third year co-operative banks must be prepared to rely their their own fluid resource which, as Mr. Crosthwaite points out, they should lose no time in accumulating.

The second form of Government assistance is the provision of a sum of Rs. 19 lakhs to be utilised in giving loans to members of societies on the guarantee of the societies as corporate bodies on behalf of their members. A definite part has been assigned to central banks in the working arrangements made for the distribution of such loans. In general, the policy of Government has been to tide the societies over the dislocation of co-operative businees caused by the Provincial Bank's failure to supply capital without any breach of the Agriculturists Loans Act and the rules thereunder, and without avoidable derangement of the procedure followed by central banks in their ordinary business. Out of Rs. 19 lakhs, Rs. 11,52,000 have been used to meet the needs of members of societies.

His Excellency the Governor acting with the Minister has now appointed a strong Committee to consider the whole organization of the co-operative credit movement and to make recommendations for its improvement, particularly the financial arrangements, which will avoid another breakdown in the future and the necessity for government help.

Meanwhile, the Provincial Bank, thanks to the measures described above and to the help of the Registrar, has succeeded in effecting some improvement in its position. The task before it is the accumulation of money with which to finance central banks for the *kharif* and *rabi* sowings of 1922. But it will probably be much longer before co-operative banks can undertake to finance new societies.

In paragraph 4 of his report the Registrar remarks that the attention of co-operators should, for some time to come, be turned to the practice of thrift rather than to the exploitation of easy credit. His Excellency the Governor acting with his Minister observes with satisfaction that 20 per cent of the working capital employed by rural credit societies as a whole is owned by the societies and their members. This result is the outcome of progress made, step by step, during the past decade, and has been attained by what may be described as indirect methods of thrift. What is now required is a campaign by the societies to obtain local deposits. The end in view is the accumulation of capital at the base of the structure but, at present, the deposits held by societies are negligible, for Rs. 1,89,919 represent a very small fraction of their requirements. It is hoped that steps will be taken to encourage and help rural credit societies to obtain deposits and that central banks will devise suitable means for the promotion of direct methods of personal thrift such, for instance, as the use of the "home-safes" or sealed savings boxes which play such an important part in rural credit societies in Germany and other countries.

In this province, as in Burma and the Bombay Presidency, guaranteeing unions of rural credit societies seem destined to play a very important part in the spread of the co-operative movement.

These unions may, in course of time, develop into banking unions of the Punjab type, and without the decentralisation of detail and the local knowledge and proximity which this form of organization ought to provide, it is difficult to see how any central bank can expand beyond a restricted and comparatively small sphere of activity.

His Excellency the Governor acting with his Minister has read with interest that part of the report which deals with agricultural co-operation for purposes other than credit. In this direction there is ample scope for well-organized effort, and while it is recognized that the Registrar and his staff are at present fully occupied, it is hoped that the plan of training literate members of rural credit societies to keep accounts and do audit will meet with success and that before very long the Government staff will be able to devote more attention to the introduction of co-operation for purposes such as production, sale, and cattle insurance. It is probable that non-agricultural societies will increase in number and importance as the development of industries proceeds, and the steps taken by the management of the Empress Mills on behalf of their employees will doubtless be observed with interest by the owners of other large factories in the province.

A few of the co-operative stores have made a promising start, but the majority have been failures. The success of a co-operative store depends ertirely upon the zeal, ability, and loyalty of its own members. The store movement is an established and pronounced success in England, but curiously enough, it has never really flourished in other European countries. It seems open to question whether a purely urban and industrial environment is not necessary for a co-operative store. The problem is one which deserves close study; but His Excellency, the Governor acting with his Minister agrees with the Registrar that unless co-operative stores conduct their work in accordance with their bye-laws they must expect to fail.

Though the year has been one during which the co-operative movement has passed through a period of severe trial, the membership of societies has increased from 145,750 to 156,787, while the total working capital has risen from Rs. 2,46,82,544 to Rs. 2,99,49,862. Between June and October 1920, 226 new societies were registered, but the expansion of the credit organization was then stopped and attention concentrated on the support of the Provincial and central banks and their affiliated societies. There has been a great demand for the registration of new credit societies but it has not been possible to meet it. Deposits held by central banks increased by about Rs. 10 lakhs during the year, but the working capital of the Provincial Bank fell from Rs. 41½ to Rs. 40¾ lakhs. It is clear that a policy of caution and consolidation must be followed, and that the period of trial is by no means over. It is not easy and takes time and patience to repair damage caused by failure to observe fundamental banking principles. Without the assistance given by Government the damage to the co-operative movement in this province was complete and irreparable. Co-operators must, however, understand that the fact that help has been given to them from State funds cannot be regarded as a

precedent. The State cannot hold itself responsible for the financial stability of co-operative institutions of any kind. His Excellency the Governor acting with his Minister desires to thank all those non-official gentlemen who have continued to labour unselfishly in what is a great and beneficent cause and, at the same time, one of which the very essence is that spirit of self-help and thrift which it is the object of the Co-operative Societies Act to promote "among agriculturists, artians, and persons of limited means."

EDUCATION.

Public Instruction in the United Provinces.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1920-21.

General progress.—The number of educational institutions of all classes has increased during the year by 1,077 and the number of scholars by 42,161. The percentage of total scholars to total population has risen from 2·15 to 2·31.

The total expenditure on education from all sources increased from Rs. 2,28,59,766 in 1919-20 to Rs. 2,42,59,453 in 1920-21. Of this sum, provincial revenues found Rs. 1,04,71,091, local funds other than Municipal Funds, Rs. 36,98,011, and Municipal Funds Rs. 7,23,358. Fees realised Rs. 34,71,436, and endowments, subscriptions, and other sources yielded the balance of Rs. 57,95,557.

Secondary education.—The report gives a somewhat gloomy account of the efficiency of tution in English High Schools. Government realise that no real progress in higher education is possible without improvement in the quality of secondary education. Fundamentally this means improvement in the teachers. The large grants made towards increasing the pay of teachers in all secondary schools and the establishment of a provident fund for teachers in aided schools will, it is hoped, secure in a greater degree than has hitherto been possible the services of men who will adopt teaching as a vocation and not simply as a temporary occupation.

There is a need in the curriculum of secondary schools for studies of a practical nature. The new courses in Nature Study and Compulsory Science have introduced a valuable element. Government attach importance to the medical inspection of scholars; the question of improving the system is receiving their attention. As the result of the year's working the number of Boy Scout Troops of the Boy Scout Assocation of Agra and Oudh has risen from 4 to 74; it would appear from these figures that public opinion is becoming educated to the value of this important movement. The Scouts, as well as the Girl Guides movement, received a beneficial stimulus from the visit during the year of Sir Robert and Lady Baden-Powell, who witnessed at Allahabad and Lucknow, grand rallies specially organized for the occasion with Government assistance,

Vernacular middle schools have increased by 20 per cent and the number of pupils in them by 8 per cent. These figures reveal good progress, which is gratifying in view of the increasing demand for primary school teachers recruited from middle schools. The scheme for the inclusion of English in the Vernacular Middle Schools

has hitherto met with little success. Now that the rules regarding the qualifications of the teachers have been relaxed, it is hoped that English teaching will be provided wherever there is a genuine need for it.

Primary education.—Since the programme for expansion was launched in 1919, the rise in prices has led to an increasing demand for child labour. In face of adverse economic conditions it is satisfactory to note that the increase in enrolment during the past two years has been as much as 17 per cent. The number of pupils attending primary schools is now over eight lakhs. The increase of 45,478 during the past year was however mainly in the lower primary classes. While the number of full primary schools has increased during the year by 10·5 per cent., the number of pupils in classes III and IV has increased by only 3 per cent. Teachers can do much by personal influence to increase the enrolment in upper primary classes. It is important therefore that the boards should endeavour as far as possible to post teachers to schools in or near the villages of which they are resident. But the main reason for wastage in the upper classes of primary schools is probably inefficient teaching in the lower classes. The experiment being made by the Allahadad District Board of providing class A in all schools with a separate teacher will be watched with interest.

The rise in the cost of living necessitated an increase in the pay of vernacular teachers. District Boards were unable to provide any funds for the purpose. Accordingly the Government bore the whole cost of revision in the districts. Two sclaes were adopted—an *ad interim* scale which took effect from the 1st of November, 1920, and a more liberal scale which was introduced with effect from the 1st of April, 1921. The total cost to Government of the final scale for both primary and secondary vernacular teachers amounts to Rs. 171 lakhs in the current year. It is hoped that when the District Boards receive enhanced financial powers they will bear their fair share of the cost.

Facilities for the training of primary school teachers have kept pace with the demand; notwithstanding an increase of 4,838 teachers in primary schools during the past two years, the precentage of trained treachers is now 51 as against 46 in 1918-19.

The Boards have made slow progress with their building programmes. The delay is largely due to the difficulty of obtaining materials. Organization can do much to remove this difficulty. It is suggested that, where possible, boards should follow the example of the Cawnpore District Board, which has been able to carry out an extensive building programme by establishing its own brick kilns in various parts of the district. The new designs for primary school buildings, which have been prepared with due regard to the nature of materials available in villages, should prove of great assistance to the Boards.

The working of school committees is disappointing. Government agree with the remarks made in the report that the boards might do

more than they have done to train the members in their duties and to entrust to them small financial powers, especially in regard to the repair of school buildings. The Muhammadan committees have done good work in several districts.

The report gives a depressing account of municipal schools. Government are prepared liberally to assist municipal boards to enable them to give effect to schemes for compulsory education. It is hoped that all municipal boards will prepare for compulsion by putting their present schools in order and that these schools will not continue to be open to the reproach that they compare unfavourably with schools in the districts.

Training institutions.—Government attach importance to the provision of adequate facilities for the training of teachers. The position in aided English schools, in which only about 10 per cent of the teachers are trained, is far from satisfactory. The estabishment of a training college at Agra and the growth of the Benares University training college will help to improve matters, but additional training colleges are required. Projects for these are under preparation.

The position in regard to the training of vernacular teachers is fairly satisfactory. There has been a rapid increase in the number of raining classes, and each division of the province will soon have its own normal school. The chief need at present in regard to vernacular training institutions is a careful examination of their curricula and organization.

Education of women.—Some progress has been made in the education of women. The recognition of the Isbella Thoburn College by the teaching University of Lucknow and the opening of Intermediate classes at the Croshwaite High School, Allahabad, Theosophical College, Benares, and the Muslim High School, Lucknow, mark important developments in the education of women. A further encouraging sign is a substantial increase in the number of secondary schools. The expansion of primary education for girls largely depends on the efforts of local bodies. It is hoped that district boards will take full advantage of the funds placed at their disposal during the current year, and that municipal boards will co-operate more closely with the inspecting staff in furthering the advancement of female education. On account of the difficulty of obtaining sites, progress in the provision of normal schools for women has been slow. Government trust that efforts will not be relaxed to make adequate provision for the training of women teachers.

The depressed classes.—The success of the supervisors who were appointed to stimulate a demand for the education of the depressed classes in the Meerut, Benares, and Jaunpur districts has induced the Government to extend the experiment to all districts and to place at the disposal of boards large sums for grants-in-aid to schools for the depressed classes. The programme of expansion was worked out during the year under report. The results of the scheme will be watched with much interest.

Primary Education in the Central Provinces.

Govt. Review on the Special Committees Report.

1. In accordance with an undertaking given by the Local Government (Ministry of Education) at a meeting of Legislative Council in January 1921, in a press *communique* dated the 4th April 1921, criticism and suggestions were invited regarding the curricula of primary and secondary schools for boys. On receipt of opinions, Government (Ministry of Education) in Notification No. 19-483-A-VII, dated the 5th August 1921, appointed a committee to consider the revision of curricula for primary and secondary schools for boys.

2. The report of the committee is inspired by an earnest desire to bring the curricula of the schools into harmony with the aspirations aroused by the introduction of Reformed Government and with recent educational developments. Thus, stress is laid on the desirability of stimulating " in all pupils a love for their country and a wish to contribute to her normal, intellectual and material progress, " while, without overlooking the essentially cultural aim of a general school education, due regard is paid to the necessity of making provision for pupils who do not intend to enter upon literary careers. Similarly the committee lays emphasis on the importance of the development of hand and eye throughout the school course, and brings into prominence the need for sound physical training and medical inspection. As regards the vexed question of the medium of instruction in the schools, the committee, while recognizing the value of a thorough training in the English language, and realizing the difficulties of a sudden change in the present system, urges the substitution of the Vernacular for English as the medium and hopes thereby to shorten the period of school life without lowering the standards already attained.

3. This Resolution is intended to enunciate and define the policy of the Local Government in regard to the main recommendations of the committee. It makes no attempt to deal with the many interesting details which engaged the attention of the committee. The elaboration of detailed courses and examinations must be left to the department which will, it is hoped, be assisted where necessary by enlightened public opinion.

National education.

4. Government is in complete sympathy with the desire of the Committee to build up a system of education in which enlightened patriotism shall occupy a prominent place, and is prepared to take and support all measures which may lead to that end. In particular, it attaches great importance to the study of national and international history with the object of stimulating and enabling the pupils to contribute to the further development of their own country, to realize the interdependence of nations, and to strive for the attainment of that mutual good will among nations in the absence of which the progress of civilization is placed in jeopardy.

Religious and moral instruction.

5. In recommending that religious education and observances should be provided for in schools under public management according to the wishes of the parents, the committee give expression to a view which involves no change of principle in the policy of Government. Subject to certain safeguards, religious instruction is already permitted in schools under public management and such instruction is always in accordance with the general wishes of the parents. In view ; however of the recommendation of the committee, Government is prepared to make widely known the facilities already provided for religious education and to give all possible help in enabling parents to take advantage of such facilities so far as is consistent with the maintenance of strict neutrality on the part of Government.

Physical education.

6. The recommenedations of the committee in regard to the paramount importance of efficient physical training in the schools are in accord with the general policy of Government which has long had under consideration a scheme for the proper development of this essential side of education. As regards organized games, Government is in general agreement with the committee that attention should be paid to Indian games without prohibiting or discouraging western games or exercises which serve the purpose of efficient phsyical training.

Vocational training.

7. The committee state the principles that should govern the relation of vocational to general education in the following propositions :—

(i) vocational training must be based on a sound general education.

(ii) sound general education has a cultural as well as a utilitarian aim.

(iii) the utilitarian aim must not be developed at the expense of the cultural aim.

(iv) specialized training for particular trades or professions should not form a part of the curricula of schools for general education.

(v) separate vocational school should be established for the purpose of giving such specialized training.

(vi) the utilitarian side of general education may be most suitably developed by providing for training in hand work in all the stages of general school education and by including in the High School course a subject or group of subjects selected with reference to their usefulness in subsequent vocations.

In accordance with these principles, the committee recommended :—

(i) that hand work should form a part of the curriculum in all schools for general education from the primary school upwards,

(ii) that in the High Schools pupils should be required to take up hand work or a pre-vocational group of subjects, *i.e.*,

subjects which will be helpful in professional pursuits or professional training after the completion of the school course.

(iii) that definitely vocational schools providing specialized training for particular trades or vocations should be established for pupils who have completed various stages (*i.e.*, the Middle and High School stages) of general education. It was expressly stipulated by the committee that such specialized training should not ordinarily be given to any boy who has not completed the primary course.

8. With the general principles underlying these recommendations, Government is in complete agreement. The desirability of encouraging hand work—the training of hand and eye—has already been recognised and provision has been made for the training of manual instructors and for the establishment of a number of Manual Training centres in connection with Government High Schools. It is the intention of Government, however, to introduce training in hand work as far as possible in primary and middle schools. The process must necessarily be gradual. The first and most essential step is the provision of trained teachers, and this can only be effected by the Normal Schools, the staffs of which must be strengthened by the addition of special manual instructors.

9. As regards the proposal of the committee that definitely vocational schools should be established, it may be noted that Government has already provided some special institutions for professional training for pupils who have completed the High School stage. The Medical School, the Agricultural College and the Engineering School are institutions of this kind. Experiments are also being made in the direction of providing agricultural education for boys who have completed the primary course, and Schools of Handicrafts have been established at several centres. The whole question of vocational education, however, demands more detailed examination than the curricula committee were able to make and Government proposes to appoint a special committee to investigate and report on this important subject.

The medium of instruction and the place of English in the curricula.

10. The committee recommended that the medium of instruction in all subjects except English up to the close of the High School stage should be the Vernacular, and that this step should be adopted in Government Schools and encouraged in other schools. Coupled with this is the further recommendation that "the rate of progress in the direction indicated above should be regulated by the supply of suitable teachers and text-books, and special steps should be taken by Government, if necessary, to expedite the supply."

11. The problem of the medium of instruction in the schools has long engaged public attention and was recently discussed at considerable length in a Conference held at Simla in 1917 and in the report of the Calcutta University Commission. In the Simla Conference grave differences of opinion emerged. The Calcutta University Commission,

on the other hand, recommended the vernacular as the medium of instruction to the end of the High School course except in English and Mathematics. It is unnecessary in this resolution to enter into a detailed discussion of the arguments for and against the adoption of the vernacular as the medium. So far as this Province is concerned the outstanding fact is that a representative committee has, after careful consideration, come to the conclusion that the interests of education will best be served by a change of medium.

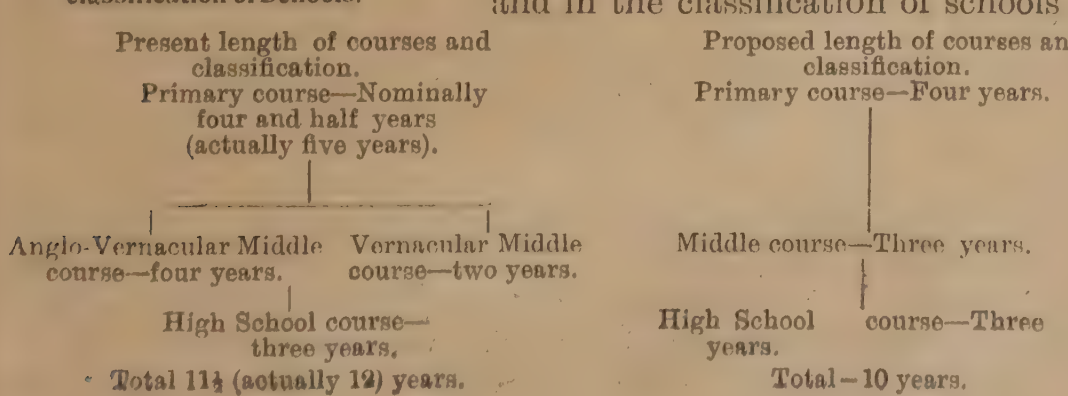
12. In view of the committee's unanimous recommendation, Government accepts the principle that the vernacular should be the medium of instruction in all subjects except English in the Middle and High School courses. At the same time it recognizes that certain practical difficulties beset the introduction of the change in the High School classes. In the middle school classes, the change will not be so marked since the vernacular is already the medium of instruction except for English, in which English will continue to be the medium, and Mathematics and Geography in which subjects a combination of English and vernacular is at present employed. In the first place, the difficulty of procuring sound vernacular text-books is considerable. It is impossible to dispense with text-books in the schools. Attempts in this direction in the past have invariably led to teachers dictating to their classes practically the substance of a text-book in each subject. Such a method of teaching involves great waste of time and labour, and it is essential that suitable text-books should be prepared. There is a further difficulty of securing teachers competent to teach High School classes in the vernacular. In this Province where the main vernacular are Hindi and Marathi, the number of graduate teachers (*i. e.*, teachers qualified by their academic attainments to teach in High school classes) capable of giving instruction in Hindi is at present insufficient to meet a demand for instruction in that vernacular in all the classes, and one of the most urgent problems is the means of increasing the supply of such teachers. As regards the supply of Marathi-speaking teachers, there is at present no difficulty, and it is not anticipated that any difficulty will arise. Again the special needs and circumstances of linguistic minorities, *e. g.*, those whose mother tongue is Urdu or Bengali or Gujrathi, have to be taken into consideration. It will obviously be necessary to make special provision for the instruction of such pupils, in the first instance at any rate, inasmuch as they have hitherto pursued their education in the belief that the present system would endure. A sudden change in the medium of instruction would inflict great hardship upon the linguistic minorities. Lastly, consideration must be given to the wishes of such parents as may resent a sudden and compulsory change of system for which due notice has not been given.

13. In order to give effect to its policy, it is the intention of Government to make the vernacular (Hindi or Marathi or Urdu in schools in which the mother-tongue of a great majority of the pupils is Urdu) the sole medium of instruction in the middle classes of Government schools and to introduce it, subject to the modification

noted below, as the medium of instruction in the Xth class (*i. e.*,) the lowest High School class in Government High Schools with effect from the beginning of the next school session, in the XIth class in the following sessions and in the XIIth or top class in the session following that, so that in the session beginning in 1925 the vernacular will be a medium of instruction throughout the High School course. It is obviously impossible to effect a change of medium immediately in the XIth and XIIth classes since the pupils in these classes have already commenced the course in the medium of English and the examination which will be held at the completion of the course will be held in that language. It will be left to the discretion of the managing authorities of other recognised schools to introduce the change. In view, however, of the practical difficulties arising from the needs of minorities, the shortage of competent teachers and the possibility of some parents wishing to retain the present medium, English may be employed as the medium of instruction in one section of each High School class in Government Schools in which two sections of each High School class are maintained, provided that in such schools there is a substantial number of pupils whose mother-tongue is not the vernacular chosen as the medium of instruction or whose parents may desire that their sons should be taught through the medium of English in preference to the vernacular though the vernacular employed may be their mother-tongue. In admission to the sections in which English is employed as the medium, preference will be given to pupils whose mother-tongue is not used as the vernacular medium, but if the number of such pupils in any Government High School is not sufficient completely to fill one section of each class, pupils whose mother-tongue is the vernacular chosen as the medium of instruction, but whose parents desire that they should be taught through the medium of English may be admitted to the English sections. It is presumed that the number of both kinds of pupils will ordinarily be not more than sufficient to fill the English sections, but, if cases should arise where the demands for admission to the English sections exceed the number of places available, the School Committee will be empowered to determine the claims of candidates for admission, preference being given, as stated above, to pupils whose mother-tongue is not employed as the vernacular medium.

Length of School Courses and classification of Schools.

14 The Curricula Committee recommended the following changes in the length of the school courses and in the classification of schools.—


Present length of courses and classification.
Primary course—Nominally four and half years (actually five years).
Anglo-Vernacular Middle course—four years.
Vernacular Middle course—two years.
High School course—three years.
Total 11½ (actually 12) years.
Proposed length of courses and classification.
Primary course—Four years.
Middle course—Three years.
High School course—Three years.
Total—10 years.

15. The recommendation involves important changes. The primary course is reduced from five to four years. A uniform Middle School course of three years is substituted for a Vernacular Middle School course of two years and an Anglo-Vernacular Middle School course of four years, while the High School course remains as at present a three years' course. Two years are cut off from the present total length of the high, middle and primary courses. For two separate curricula for Vernacular Middle and Anglo-Vernacular Middle Schools there is proposed a common curriculum for all Middle Schools except for the subject of English to which an alternative subject will be permitted in the case of pupils who do not intend to proceed to the High School stage.

16. After careful consideration, Government is prepared to adopt the committee's recommendation regarding the length of the primary school course and the uniformity and length of the middle course. It is anticipated that the substitution of a four years' for a five years' primary course will result in a substantial increase in the number of pupils who complete the course and, if not accompanied by a reduction in the present number of teachers, will have the effect of improving the quality of the instruction in the schools. But the success of this change will depend on the determination of the managing authorities of the primary schools to maintain the existing strength of their cadres. On this point there can be no compromise. A four years' course with the present ratio of teachers to classes would mean deterioration in the efficiency of the schools. As regards the proposal to make the Middle School course uniform in length and character, it has long been felt that the present Anglo-Vernacular Middle course could be better adapted to the needs of the many pupils who do not proceed to a High School by the reduction of one year without ceasing to be a useful preparation for High School studies, provided that the one year is transferred to the High School course.

17. The committee's proposal, however, to reduce the combined Anglo-Vernacular Middle and High School courses by one year, in addition to the reduction of one year in the primary course, Government is unable to accept. A sudden reduction in the total length of the school course by two years must result, in a general lowering of the standard of the High School course. The committee assumes that the adoption of the vernacular as the medium of instruction will have the effect of accelerating class work and preventing any lowering of the standard. While conceding that this result may be capable of achievement, Government is of opinion that the introduction of the vernacular as the medium is an experiment, the full effects of which will be seen only after some lapse of time. Meantime, caution must be the watchword. The people of this Province cannot run the risk of lowering the standard of the High School course, the completion of which qualifies for admission to the University and to all kinds of professional training. They cannot afford to gamble with the training of the younger generation in whom lies the hope of the future political, social and industrial advancement of the province. In view

of this consideration, Government is of opinion that a reduction of the total length of the school course by one year is as much as can reasonably be attempted for the present, and, as a corollary, that the High School course should extend over four years. The length of each course will therefore be as follows:—

Primary course—4 years.

Middle course—3 years.

High School course—4 years.

Total—11 years.

18. In arriving at this conclusion, Government does not ignore the possiblity of further reduction in the total length of the school course at some future date. It may be hoped that improvements in methods of teaching and organization will justify such reduction. Meantime, it is the intention of Government to meet the needs of the more intelligent and regular pupils who could undoubtedly complete the course in shorter time by far greater elasticity in the shape of double or half-yearly promotions. Further, Government is prepared to charge the same rate of fees for the lowest High School class as for the Middle School classes, and to permit the temporary retention of this class in schools attended by a substantial number of pupils whose parents are unwilling or unable to send them at this stage to High Schools proper.

Curricula.

19. Turning to the curricula proposed for the various stages of education, Government is in general agreement with the recommendations of the committee, though it considers that a modification is necessary in the curriculum suggested for High School classes. The primary school curriculum will consist of the following subjects:—(i) Reading, Writing and Arithmetic, (ii) Geography, (iii) either Handwork or Drawing or Gardening, (iv) Physical training. The middle school curriculum will include (i) a Vernacular, (ii) Mathematics (comprising Arthmetic, Simple Mensuration, Practical Geometry and the application of Algebraic processes to Arithmetic) (iii) History of India (including elementary civics and administration), (iv) Georgraphy, (v) Elementary Science (including Nature Study and Hygiene), (vi) Handwork, (vii) an optional subject (*e.g.*, English), (vii) Physical Training. English will be required of pupils desiring to proceed to High Schools. The High School curriculum will consist of four compulsory subjects (a Vernacular, English, History and Geography, and Mathematics, including Algebra and Geometry (and one subject selected from the following:—Physics and Chemistry, Commerce, Agricultural Botany, Drawing and Painting, Handwork (wood or metal work) with practical drawing, a classical or vernacular or modern European language. Pupils taking a language subject will be required to take a course in elementary handwork. Finally, Government is

in general agreement with the committee's proposals regarding the standard to be aimed at in the various subjects of High School course, namely, that the present Matriculation standard should be generally retained, except in the vernaculars in which the standard should be raised.

Text-Boox Committee.

20. The committee recommended that the Text-Book Committee should be constituted in such a way as to secure the representation of experts in the various subjects of the curricula and all shades of public opinion. The general idea underlying this proposal may be taken to be that the Education Department should utilize the services of all, whether officials or non-officials, educationalists or laymen, who are capable by their knowledge and attainments of rendering assistance in the preparation and selection of text-books for the schools and are willing to serve on the committee. With this suggestion Government is in agreement, and proposes to take early steps to revise the constitution of the Text-Book Committee on the lines of the committee's recommendation.

Revision of courses.

21. The revision of separate courses of study in accordance with the general recommendations of the Curricula Committee, in so far as they are accepted in this resolution, will be entrusted in the first place to a small committee of experts. Their detailed proposals will be circulated for criticism to such inspecting officers, school authorities and members of the general public as are specially qualified and willing to express an opinion, and the criticisms received will be taken into consideration before the courses are sanctioned for the schools.

EXCISE.

Excise Administration in United Provinces.

Government's Future Policy.

By Government resolution No. 238/XIII—14, dated the 22nd March, 1921, the Governor, acting with his Ministers, appointed a Committee to inquire into and report on certain matters connected with provincial excise administration.

The Committee submitted its * report on the 1st September, 1921. Before taking action thereon the Governor, acting with his Ministers, decided to invite criticisms thereon, and accordingly published it for general information. Only a few expressions of opinions have been received, but they were not without value. There is an all but unanimous agreement amongst critics that the report is a notable contribution to the cause of temperance reform, the promotion of which was Government's principal object in appointing the Committee : and the Governor, acting with the Ministers, desires to express his warm appreciation of the work done by Mr. Pim and his colleagues.

The excise policy of Government in the past has been crystallized in the formula "the maximum of revenue with the minimum of consumption." The connection between revenue and consumption was obvious, but it was not so obviously casual : it was possible to say that Government considered revenue as paramount, and indeed felt no interest in minimum consumption unless it was accompanied by maximum revenue. The formula, in short, lent itself to misconception, and was often adversely criticized. Yet, as a reference to the detailed statistics given in the review on the excise administration report of the year 1920-21 will show, the criticism was very largely unfounded. In that review it was shown that an increase of 52 per cent in the revenue derived from country liquor during the decennium ending 1920-21 was accompanied by a decrease of 26 per cent. in consumption, and that an increase of 72 per cent. in the revenue derived from opium was similarly accompanied by a decrease in consumption of 36 per cent. In the case of drugs alone was there no fall in consumption consequent on the rise in duty, large though this was. In brief, the formula had a real meaning ; more important still is the fact that the policy which it embodied had real results. Yet in view of the misunderstandings to which the formula has given rise, it is advisable to re-state it in terms that cannot be mistaken. Government

* Published in Nos. 2 and 3 of Vol. VI.

excise policy is accordingly defined to be the subordination of considerations of revenue to the promotion of temperance. That was, in fact, the meaning that Government themselves always attached to the other formula ; that—whether they were successful in attaining it or not—was the result which they have always striven to attain, and the new formula merely puts in their true relation the two factors in that policy.

Opinion is far from being unanimous about the results of prohibition in countries where it is in force, nominally or in reality. On the basis of such evidence as is available it can be safely said that total prohibition does not produce total abstinence. It may to some extent reduce consumption, it certainly makes supply more difficult: but it never stops either one or the other. The licensed vendor is replaced by the illicit distiller and the smuggler. Smuggling on a large scale has recently been reported of two countries where total prohibition is in force: of a third it is said that its very efficient police are much more obliged if given information regarding places where illicit distillation does not, than where it does, occur. Nor is there any possible means of stopping the sources of supply of intoxicating liquor: there are too many substances which can be used either by distillation or fermentation to produce it, with the result that more replaces less deleterious drink. On the other hand there are always positive disadvantages—the loss of a substantial revenue which must inevitably be made good from other sources, an equally inevitable increase in the preventive establishment necessary to enforce prohibition. That in a purely agricultural province, where the basis of taxation is extremely narrow, is a very serious matter. If the excise revenue disappears an additional burden must inevitably fall on those agricultural classes which already contribute so much of the public revenue.

There are other considerations of importance that bear on the question. It cannot be seriously contended that there is any large amount of intemperance in the province. The total number of persons who actually drink is estimated at 6 millions, the total consumption in 1920-21 was in round figures 9½ million imperial reputed quart bottles ; the average consumption was therefore, something over 1½ bottles per head per annum Further, as is well enough known, there is a well marked tendency for the lower caste as it rises in the social scale to assimilate itself to the higher caste: and with that object, as its mental, moral and material condition improves, to give up its old characteristic customs. In the process one of the first customs to go is the use of intoxicants. Consequently, the natural tendency of all, even the lowest, drinking castes is towards that total abstinence which is one of the most striking characteristics of the higher castes. It follows further that the temperance reformer to achieve results should devote himself to the uplift,—mental, moral and social—of the backward classes for by so doing he will be assisting those natural forces which are already working towards temperance. Finally, if prohibition is not to be a farce, it must extend not only to liquor, but to

drugs. It is very questionable whether the prohibition of all use of hemp drugs, though desirable past doubt, is widely desired: certainly, it is a fact of much significance that amid all the speeches and writings on behalf of temperance in relation to drink, there is rarely if ever any reference to other intoxicants. As regards opium, it is almost certain that any attempt at prohibition would arouse widespread objections and even resentment: for opium is admittedly one of the most important of family simples.

The policy of Government towards total prohibition may therefore be stated as follows. Government definitely accept, as one of their most important obligations, the reduction of the consumption of intoxicants so far as legislative or executive action can produce that result. They will not be tempted to avoid or minimize that obligation by any desire to add to the public revenue. But on a consideration of the circumstances described above, it is their firm conviction that at present, and for as far into the future as it is necessary to look, total prohibition cannot and indeed should not, be their policy.

Cognate to total prohibition is local option—a measure which, as the Committee point out, is at present attracting wide interest, but which its various advocates would not, apparently, all define in the same way. It can be argued that local option has all the disadvantages of prohibition, and others of its own. Merely because it is "local," it is ineffective: the drinker has only got to go just outside the area in question to obtain his liquor. It has, moreover a financial aspect of its own; the loss of revenue occurs in a particular locality, but without special arrangements, must be made good by the general body of tax-payers, which is manifestly unfair. In England, there are such special arrangements: for the revenue from license fees of liquor shops in various local areas is assigned to the local bodies that control them, and consequently any loss of revenue consequent on the exercise of this option falls upon them. Nevertheless an advance has already been made towards the introduction of local option. It began with the institution of Excise Advisory Committees which were, however, only partly non-official in character. A further step forward was taken when these Committees became entirely non-official. A third and much more important step will be taken, as the result of the Excise Committee's report, in the institution of Licensing Boards with very wide powers in the major urban areas, and the inauguration of Advisory Committees in rural areas, where they do not at present exist. And Government are prepared, as a settled part of their excise policy, to continue that advance. They are, however, compelled to impose two conditions. In the first place, they agree with the Committee's warning, that before local option can be fully exercised, the electorate must be greatly widened. For at present the drinking classes, because of their backwardness and poverty, have few, if any, votes, and the electorate is composed mainly of the higher social classes who do not drink: any prohibition against the sale of liquor would, therefore, be a disability imposed on one class by another, which is obviously undesirable. In the second place, it will be necessary to devise

some method by which the loss of revenue consequent on the use of the option falls solely on the local body that exercises it. Subject to these two conditions, Government are prepared to announce that their policy will be the progressive realization of the principle of local option.

The main lines of Government's future excise policy have now been explained : it remains to consider the individual proposals of the committee.

(*a*) *Introduction of a system of surcharge or graduated fees, for the present auction sales.*—The history of the auction system has been fully set forth in Chapter II of the Committee's report. It has long been condemned by public opinion, and the Committee concur in that condemnation. Excise is a transferred subject; for that reason Government admit that, in any case, public opinion must ultimately prevail. Besides, the Governor, acting with his Ministers, is convinced that in the present, case public opinion is right. The forward path of Indian excise adminstration is strewn with the wreckage of monopolies : it is time that this system, which embodies the last and most evil of all monopolies, should go. Government, therefore, accept the Committee's proposal to substitute another system for the present one. But they are prepared to go even further than its proposal. The Committee would at first introduce the graduated fee system in respect of country liquor in only 10 districts : Government have already issued orders to introduce it in every district with effect from the 1st April 1921. In respect of other excisable commodities, Government have accepted and already ordered the enforcement of the Committee's proposals as they stand.

(*b*) *Licensing Boards.*—The proposals of the Committee will be found in Chapter III. Government were at first doubtful whether the power of selecting licensees could safely be entrusted to the Licensing Boards immediately, though there could be no question that in course of time they must receive that power. On consideration, however, it was felt that without it, the Boards' power over the excise administration of the municipality concerned would not be complete : that the Committee's proposals provided sufficient safeguards against abuse of this power : and that even if abuses did occur this would be better than that the Boards should feel that they have no really effective voice in administration. The Governor, acting with his Ministers, has therefore decided to accept the proposals of the Committee as they stand with two exceptions :—

(1) The non-official chairman of the municipal board will not be *ex-officio* a member, still less chairman, of the Licensing Board. Government consider that two members of the municipal board are as many as are required : and further that the non-official chairman of the municipal board might frequently prove unacceptable as a chairman to the other members of the Licensing Board. This has the effect of reducing the Board from eight members to seven. The Board will elect its own chairman.

(2) Licensing Boards will be constituted not only in the eight municipalities mentioned by the Committee, but in all municipalitie

which are divisional headquarters or have a population at the last census of 50,000 or over (including Mirzapur). This means the addition of eight municipalities :

(*c*) *Advisory Committees.*—Government also accept the recommendations made in paragraph 23 of the report respecting the constitution of Advisory Committees in rural areas. They have decided that the chairman of this Committee shall be elected by its members : and that the secretary shall be the excise officer of the district—points to which the Committee do not refer. Government have decided that members of the Legislative Council shall be *ex-officio* members of all Advisory Committees if they are ordinarily resident in their constituencies.

(*d*) *Minimum number of shops.*—Government accept *in toto* the recommendations of the Committee in chapter IV of the report that the existing rule about fixing the maximum and minimum number of shops be abolished ; that for the cities in which Licensing Boards are to be established, the number of shops in existence at the time of their first constitution be not reduced by more than two-thirds and that for other areas the number of shops be regulated solely by the provisions of article 97(a) of the Excise Manual with reference to the normal requirements of the consuming classes.

(*e*) *Hours of sale.*—The Committee's views are set forth in chapter V of the report. The Committee propose no change in the rules relating to hotels, restaurants, canteens, theatre, bars, railway refreshment rooms and dining cars except that theatre bars are not to be permitted to make sales after midnight. Nor do they propose a change in the opening hour of *tari* shops at sunrise as at present, in districts where the consumption of fresh *tari* is prevalent, provided that no other intoxicants are sold in those shops. Further, it is proposed not to impose any restriction as regards the hours of sale to persons holding a prescription signed by a registered medical practitioner. With the above exceptions, the recommendations of the Committee are that the opening hour for sale of all excisable commodities, opium, drugs, foreign liquor and country liquor may be fixed at noon and the closing hour at sunset provided that in municipal town, cantonment and notified areas the closing hours may be extended to 7 P.M. from the 16th October to the 15th March, and 8 P.M, for the rest of the year. Here again the recommendations of the Committee have been accepted by Government without any change.

(*f*) *Incidence of duties.*—The Committee's views on this matter are given in chapter VI. For obvious reasons, it is impossible for Government to announce their intentions in the matter of possible enhancements of duty before they are about to give effect to them. All that can be said here is that Government will give full weight to the views of the Committee when occasion arises.

(*g*) *Opening of shops at fairs and festivals.*—The matter is discussed at some length in chapter VII of the report. Here too, Government accept the recommendations of the Committee that all excise shops (special or branch) be removed from fairs,--a travelling dispensary

being sent to those fairs in which opium and drugs shops have been abolished,—and that liquor shops only and not those for the sale of drugs and opium be closed on one day during the *Holi* festival *viz;* that following the burning of the *Holi.*

(*h*) *Trial of excise offences.*—Government also accept the recommendations of the Committee (chapter VIII of the report) that the practice of district excise officers trying excise cases be discontinued, and that all such cases be tried by some other magistrate.

(*i*) *Staff.*—The proposals of the Committee in respect of staff are given in chapter IX. These Government find themselves unable to accept. It is probable that excise revenue will tend to decrease, and in any case will be uncertain. Any increase of expenditure on the obtaining of that revenue is therefore to be deprecated, and undertaken only if proved to be imperatively necessary. Further, many experienced district officers consider an increase of superior staff unnecessary, as also does well-informed non-official opinion. The revenue officers, moreover, aer likely in the near future to have more time to spare for excise administration, as a result of impending legislation in connection with district boards. Lastly, the existing excise staff themselves have expressed their willingness to work the new system without any increase to their number—a reason as cogent, as it is creditable to the staff. Government have under consideration certain proposals to improve the pay of excise inspectors ; they also intend to avoid as a general rule, though not absolutely, the recruitment of assistant commissioners from outside the rank of excise inspectors. Beyond that, however, they do not, as at present advised, propose to go. The necessity of an increased staff can be considered in the light of experience gained.

(*j*) In respect of the miscellaneous recommendations in chapter X, it is unnecessary here to say much. Government approve generally of the views put forward by the Committee regarding the sale of *ganja* and *charas* and *majum* sweets, the drinking of liquor in shops, and the registration of clubs, and the department will be directed to take up separately all these matters. As regards amendments in the Act and Rules, it will suffice to say that Government will take the matter in hand at an early date. The only point that need be mentioned here is the important one of the minimum age at which persons may be employed in liquor shops [section 23 (*i*)]. Government intend to raise it to 17.

INDUSTRIES AND COMMERCE.

The Weaving Industry.

Report of the Special Committee.

[United Provinces.]

Appointment and constitution of the committee.

The question of organization of weaving schools in the United Provinces has engaged the attention of the Government for some time past. In January, 1920, Mr. Ormerod, Principal of the Central Weaving Institute, Benares, was placed on special duty to work out a scheme for the extension of peripatetic weaving schools. He submitted his report by the middle of April, 1920, to the Director of Industries and the report was placed before a meeting of the Board of Industries in October, 1920. The Board, while generally approving some of Mr. Ormerod's proposals, differed from him in respect of others and recommended that a "competent enquiry" might be made into the working, the results, and the prospects of the District Weaving Schools and the Central Weaving Institute, Benares, with instruction to the committee of enquiry to make proposals for the future of these institutions with special reference to the feasibility of introducing co-operative methods for the benefit of the weavers. This proposal was accepted by the Government in the letter No. 552-C., dated the 7th March, 1921, from the Secretary in the Industries department to the Director of Industries and a committee of enquiry was appointed. It was ordered that the committee should also look into the suggestions made by Sir Alfred Chatterton in the conference of Directors of Industries held at Simla in April, 1920, for the institution of a Central Research Institute where the results of experimental work could be given a more extended trial in semi-commercial conditions.

Scope of enquiry.

The scope of the enquiry may thus be summarized as below:—

(i) To enquire into the working, the results, and the prospects of the District Weaving Schools and the Central Weaving Institute, Benares.

(ii) To make proposals for the future of the weaving institutions, with special reference to the feasibility of introducing co-operative methods for the benefit of the weavers.

(iii) To consider and advise on the suggestion made by Sir Alfred Chatterton for the institution of a central research institute, where the results of experimental work could be given a more extended trial in semi-commercial conditions.

The Prospects.

There can be no doubt about the need or the good promise of endeavours to assist and improve the handloom industry of the province. It is the next largest industry after agriculture and is widely distributed throughout the province. It is admirably adapted for the economies of cottage industry both as a whole-time profession and as a subsidiary occupation, and is at present so conducted by a large portion of the population. According to the census of 1911, the total population of weavers (Muhammadan and Hindu) in the province, excluding Native States, was 961,672, of whom no less than 53 per cent were actually engaged in their traditional industry. These figures do not include the Gadarias who spin and weave wool, nor non-weavers by caste who follow the occupation of weaving. The total population depending on textiles connected with the handloom, including the actual workers and their dependents, is 895,447. The welfare of such a large number of people is manifestly a fit object of the Government's concern. They are all, as a class, deeply attached to their industry, but their economic and social condition leaves much to be desired, and a great deal can be done to develop and improve their industry. They live a hand-to-mouth existence and are habitually improvident. They are almost illiterate and wholly unorganized. They need outside impetus and assistance and these can only be provided on the Government's initiative and with its help.

With such a large number of people engaged in it, the industry is destined to live. It is indeed one of the most striking features of it that it has survived competition with power loom factories, both Indian and foreign, and this is due to the fact that it satisfies a strongly-marked local demand. Enquiries in the past have shown that in normal times about one-third of the demand of the province for cotton cloth is met by the products of handlooms. The village people prefer coarse hand-made *garha* and *gazi* to similar articles produced by the mills, and the latter have not been able to compete with handlooms in the production of fine artistic goods of either cotton or silk or of such woollen fabrics as rugs and blankets, all of which still hold the market. It was at a time believed that the handloom had no chance of survival against the competition of mills, but it is now held even by certain owners of power concerns that there is no reason for that apprehension. Certain mills in Cawnpore have reverted to the handloom for some classes of work, chiefly for the reasons that the cost of powerloom has increased over 200 per cent Of the pre-war prices and that for certain classes of goods it is found that the handloom treats the yarn much more gently. Most of the Indian cotton and wool can be better treated on a handloom than on a power loom. There is thus every reason to expect that hand-weaving in India will continue to be an important living industry, at any rate for such time as need be taken into account. The ways and means of its improvement are therefore, worthy of the Government's attention and effort.

The committee considers that the measures required to help the handloom industry and guide it on proper lines are principally the following

(1) To find by experiment the most suitable handloom and the necessary preparatory machines which should be simple in mechanism and so priced as to be within the means of an ordinary weaver.

(2) To adopt means to teach the weavers the use of improved appliances, the adoption of new designs, and the manufacture of superior fabrics; and to advertise and popularize the new methods by effective propaganda and demonstration.

(3) To take steps to organize weavers on co-operative lines for the provision of credit, the supply of new material, and the disposal of finished products.

These objects, the committee believes, can be attained by the adoption of the proposals which are detailed in the following paragraphs.

The Proposals.

The Central Weaving Institute.

The Central Weaving Institute and its objects.

The Central Weaving Institute should be retained at Benares and its business should be exclusively the development of the handloom industry. It should have nothing to do with power looms. Its objects may be defined as follows:—

(1) To undertake experimental and research work for the benefit of the handloom weaving industry.

(2) To provide technical instruction in handloom-weaving which would qualify students to take charge of weaving schools as Superintendents and Instructors, and to work in factories on business lines as managers and maistries.

(3) To provide practical instruction in improved methods of handloom-weaving including preparation, finishing, designing and dyeing, and in hosiery-making, in order to enable students to work profitably as weavers in their cottages or in factories.

The committee attaches considerable importance to experimental and research work. There is need for evolution of efficient and time-saving appliances almost in every branch of hand-weaving work, and the Central Institute would not justify its existence if it works on purely mechanical lines with insufficient attention to new developments. It should deal with all kinds of materials that can be used for the manufacture of textile fabrics and it should pay special attention to all kinds of goods which can with advantage be woven on a handloom or a knitting machine. The committee thinks that this work can be more usefully done at a central handloom Institute where it will receive more exclusive attention than at the proposed Technological College at Cawnpore.

The second object of the Institute should be to produce teachers for schools and supervisors for small factories. This object can manifestly be best served at a central place.

In its third object the Institute is intended to serve the same purpose of affording opportunities of training to weavers as the proposed district schools.

Branches of work to be maintained, and courses of instruction.

38. The Institute should have the following sections and classes :—

(i) *Weaving Section*—
  (*a*) Senior class (for Superintendents and Managers)—3 years' course.
  (*b*) Junior class (for instructors and maistries)—1 year's course.
  (*c*) Artisan class—1 year's course for weavers; 1½ years' course for non-weavers.

(ii) *Hosiery Section*—
  (*a*) Ordinary class—one year's course.
  (*b*) Advanced class—a second year's course.

(iii) *Experiment and Research*—

To be conducted by the Principal with the assistance of special scholars.

For the senior class there should be an admission examination in the following subjects; and all the applicants should be required to go through it :—

(i) English
(ii) Arithmetic } of the Standard of the School-Leaving Certificate Examination.
(iii) Vernacular.

Special marks should be allotted for physique, and a medical certificate of health should invariably be required. The first twenty students according to the result of the examination should be admitted. It may be explained that the committee considers these restrictions to admission necessary in order to secure a class of students who would be in a position to derive the full benefit of the instruction given and be able to do full justice to the duties entrusted to them after they have passed through the Institute.

Admission to the junior class should be strictly restricted to students who have passed through the artisan class of the Institute or of any other weaving school which is recognized by the Government and gives instruction of the same standard as that of the artisan class.

The artisan class is principally intended for weavers, and it is believed that a year's course will be sufficient for them. In the case of non-weavers, however, experience at Benares has shown conclusively that one year's training is inadequate to qualify them as practical weavers. It is therefore proposed to extend their period of instruction by 6 months, during which time they should do nothing but weaving on the loom. For this purpose as many additional looms shall have to be allotted to the class as the number of non-weaver students admitted. During this period, they should be allowed to work on piece wage. There should, however, be a provision that such non-weaver students as are found by the result of their examination at the close of the year's course to have become efficient weavers and want to join the junior class may be given a certificate for that purpose and they should then be admitted into that class.

Seventy-five per cent. of the seats must be reserved for weavers and non-weavers should only be admitted to these when weavers are not forthcoming.

It may be noted that by the term "weaver" the committee means persons who follow weaving as a hereditary profession, such as Jolahas, Koris, and Patwas.

The hosiery section should be strengthened as compared with its present working in view of the fact that it is not proposed to provide training in hosiery-making at the cost of Government anywhere else in the province. Only students who have passed the ordinary class should be admitted to the advanced class which should give a higher course of training. For this advanced class, literacy should be an essential qualification.

The number of students that should be admitted to the various classes is as follows :—

Weaving Section—	
Senior class 20 in each of the 3 years ...	60
Junior class	30
Artisan class	30
Hosiery Section—	
Ordinary class	20
Advanced class	10
Total ...	150

Closing of the carpentry and smithy sections.

The committee is strongly of opinion that the carpentry and smithy section at the Institute should be closed. They have served no useful purpose. During the last two years since these sections were established, only 20 students have joined them, of whom only 3 have passed through. They have, as reported by the Principal, cost the Government Rs. 8,322 during their working of a year and nine months and this amount does not include the cost of equipment, which must have amounted to a substantial sum. There can hardly be an instance of a greater waste of money. The training given in these sections is wholly independent of the weaving instruction. For the requirements of the weaving classes a separate carpenter is employed and that is enough. The Principal of the Weaving Institute is not expected to be an expert in carpentry and smithy and to impose the supervision of these unallied sections upon him is an undue interference with the discharge of his legitimate duties. He should concentrate his whole attention on textile matters. If Benares needs a school to teach carpentry and smithy, it should certainly have it separately at some more suitable place in the city : the Institute is too much out of the way to attract students of the desirable class, and being principally known as a weaving school, it is not generally realized that it imparts independent instruction in these other arts also.

Closing of the Central Supply Stores.

The Central Supply Stores have utterly failed to fulfil their ambitious programme. As mentioned elsewhere, they have not even worked on business

lines. The committee finds that there is no justification for there continuance and, therefore, recommends their closure. All that is needed for the Institute is a small departmental store like the one that existed before the inauguration of the supply stores. Its function should be restricted to the supply of yarn to the students of the Institute and to the disposal of the finished products of the Institute. The students should, however, be encouraged to bring their own yarn to weave, and the store should help in the disposal of their fabrics.

Stipends.

The question of scholarships was very carefully considered by the committee. Its deliberate opinion is that in the peculiar circumstances of the case, weaving instruction cannot be encouraged among weavers unless suitable scholarships are awarded to students. The weavers are generally remuneratively employed at home and they are therefore reluctant to go to a school unless they are compensated in some measure for the pecuniary loss that they thereby undergo. There is also need for offering special attractions to students who are intended for the profession of teachers in schools and workers in handloom factories. It is believed that a stipend is given by the Government to every student in a Training College for teachers in arts. For these reasons the committee thinks that the following scales of scholarships are unavoidable:—

Senior class—

	Rs.
1st year 20 stipends of Rs. 10 each ...	200 per mensem.
2nd „ „ „ „ 12 „ ...	240 „ „
3rd „ „ „ „ 15 „ ...	300 „ „
Two stipends of Rs. 30 each to the first two students of the final class if they consent to carry on research work under the principal.	60 „ „

Junior class—

Thirty stipends of Rs. 10 each ...	300 per mensem.

Artisan class—

	Rs.
Three-fourths of the students to be weavers and all of them to get stipends—23 at Rs. 8 each	184 per mensem.
Two to non-weavers at Rs. 8 each (at the discretion of the local committee) ...	16 „ „
Total ...	1,300 per mensem.
Total for 10 months ...	13,000

Stipends should be given only for 10 months in the year, the two months' vacation being excluded. The total amount of the scholarship appears to be a large one, but the profit made on the sale of fabrics manufactured by the students should be set off against this amount. Under the present system the students in a number of cases were

given wages for the work they did, but this will no longer be necessary now. The two stipends provided for non-weavers of the artisan class are not intended to be awarded necessarily every year. They are only to be awarded when the local committee considers that there are cases deserving special consideration. No more than two stipends should in any cases be given to non-weaver students in the artisan class.

The committee thinks that there is no need for offering special inducements to non-weavers to take to the profession of hand-weaving, and that it would be enough consideration to these classes to provide free instruction to a limited number of them. They can neither help themselves nor the industry by joining it, specially such of them as need the inducement or assistance of a scholarship to enter schools. A very large number of non-weavers have recently been applying for admission into the existing schools and at certain places private schools have been opened which charge fees from them. There is, therefore, no occasion for Government schools to offer stipends to attract them.

A sum of Rs. 12 should be deducted by suitable monthly instalments from the scholarship of every student of the artisan class to provide him with a sley, a shuttle, and a set of country-made healds and reed. The committee lays great stress upon the need of these articles being presented to students by the local committee itself at the time of award of certificates.

No scholarship should be awarded to hosiery students.

Other Schools.

Organization for weaving instruction.

The committee considers that model weaving schools should be maintained by the Government at certain important places in the province. It strongly differs from the proposal submitted by Mr. Ormerod in 1920, suggesting that all fixed weaving schools should be split up into peripatetic weaving schools. Peripatetic schools have nowhere served the purpose contemplated in the Principal's report. They have either produced no results in which case they have been closed and the money and effort spent on them wasted, or they have become fixed schools where they have succeeded. The chief defect of their working is that they cannot be effectively supervised and are left completely at the mercy of a maistri on Rs. 30 a month. The committee feels no hesitation in recommending that this class of schools should be completely abolished. The object that they are intended to serve can be much more effectively secured by arranging demonstrations of the improved loom and other appliances at public fairs and, through the help of one or two weavers, in villages which have a large population of them. This business should be undertaken by the local committees of the proposed model schools in consultation with, and with the help of, the district officer and the Inspector of the Weaving Schools. It can be no use sending a maistri to a village to start work there. Unless the ground is first prepared and the interest and co-operation of a few local weavers secured, improved methods cannot

be popularized without an avoidable waste of money and effort. Local committees would be well advised to make a move in this direction through the help of co-operative societies.

Their functions.

The business of the model weaving schools should be—

(1) To provide practical instruction in improved methods of handloom weaving including preparation, finishing, designing and dyeing with the object of enabling students to work as weavers in their cottages or in factories.

(2) To make effective demonstrations of the improved appliances and methods for the benefit of the weavers in the villages.

(3) To provide training in hosiery-making where a demand exists for it.

The principal object of the schools will be to teach weaving on improved lines. The committee does not recommend that training in hosiery-making should be undertaken in these schools at the expense of Government. Where there is a demand for such training and the local bodies are prepared to bear the recurring cost of maintenance, a hosiery class may be opened and the Government in that case should provide the necessary machinery. It is considered that in such cases the following machines will be needed, viz :—

One flat machine (Rs. 350) , and

Three round machines of different sizes (Rs. 75).

The demonstration work should be arranged by the local committees of management, which should take measures to secure sufficient advertisement among weavers of the advantages of the improved appliances and methods. These should be exhibited in local fairs; and in important weaving villages endeavour should first be made to secure the sympathy and interest of a few prominent weavers and a loom should then be sent in the charge of an instructor to give demonstrations at the houses of such weavers. Where co-operative societies of weavers exist they will provide the most suitable ground for demonstrations.

Courses of instruction.

The curriculum of the model schools should be the same as that of the artisan class of the Central Weaving Institute, Benares. The period of instruction should be of one year for weavers and of a year and half for non-weavers, the additional six months being specially set apart for practice on the loom.

The session should commence from the 1st July, and end on the 30th June. This will enable the passed students to join the junior class of the Central Weaving Institute, Benares, on the 1st August. No long vacation is needed in these schools.

The schools should ordinarily work eight hours a day, the exact hours of working being left to the discretion of the managing committees. There should be a uniform list of holidays for all the model schools and the committee would suggest the revenue court's holidays as the most suitable.

Strength of a class.

The number of students to be admitted to a class should normally to be no more than 20, and 75 per cent. of the seats should be reserved for weavers. If a larger nnmber of weavers apply for admission, classes may be opened at the rate of one for every 20 students, on the same principle of proportion between weavers and non-weavers. If on the other hand, the full number of weavers do not join, non-weavers may be admitted to the vacant seats. If at any place there happens to be a particularly large demand for admission by non-weavers, the total number of seats in a class may be increased to 25 on the condition that the Secretary of the managing committee sanctions this increase in writing, and the additional students, except where specially exempted by the Secretary, bring their own looms for work. No special qualification should be required of the students for admission, but preference should be give to those weavers and non-weavers who are most likely to take up weaving after finishing their course. Persons below the age of 16 should not be admitted.

Stipends.

Stipends should be given on the same principles as have been explained at some length in respect of the artisan class students the Central Weaving Institute and similar deductions should be made for the purchase of a sley. Every weaver student up to a total number of 15, should get a scholarship for which provision at the rate of Rs. 84 per student per annum should be made in the budget of every school, the actual distribution of the amount over the course of instruction being left to the discretion of the committee of management. Two scholarships at the same rate should be provided in every school for non-weaver students. No more than two scholarships should be given to non-weavers in any case. Piece wages should only be allowed to non-weavers students during their additional term of six months which is prescribed for practice.

The total amount of stipends for each school will thus come to :—

	Rs.
Fifteen at Rs. 84 (if 15 weaver students enter)	1,260 per annum.
Two at Rs. 84	168 „ „
Total ...	1,428 „ „

All the schools should encourage students to bring their own yarn to weave.

Control.

The committee is strongly of opinion that the model schools should be managed by local committees which should consist of the following members :—

1. District Officer, Chairman.

2 to 4— a representative elected by each of the following bodies, viz,

The municipal Board, or the committee of the notified or town area.

The District Board.

The Directors of the Co-operative Central Bank.

5 to 7—Nominated by the district officer from amongst persons interested in the handloom industry.

If the bodies mentioned above fail to appoint a representative, the District Officer should fill the vacant place by selection. The members should hold office for 3 years. They should elect a non-official from amongst themselves to act as Secretary, who should be the executive officer of the committee. The committee considers it very necessary that the local managing committee should possess full control over the staff of the school, whose appointment and dismissal should rest with the Secretary subject to the approval of the Chairman. Superintendents and Instructors should, however, be appointed only from amongst fully qulified students of the Central weaving institute and in consultation with the Inspector of weaving Schools.

Instruction and demonstration in other districts.

For local instruction and demonstration in districts other than those in which there will be a model school, the committee would propose that where a demand is found to exist or opportunities favour, the local bodies should arrange funds to open small schools intended principally for weavers and to give demonstrations in villages and that the Government should then, on being satisfied that proper arrangements have been made for giving satisfactory instruction, give suitable grants-in-aid for these purposes. Such grants should not exceed 50 percent of the recurring expenditure.

Supervision of weaving Schools.

To provide efficient technical supervision there should be a Government Inspector of Weaving Schools. The committee attaches very great importance to the creation of this post. As has already been explained the Principal of the Central Weaving Institute cannot perform this duty satisfactorily. In addition to the supervision of schools the Inspector will also have to devote his attention to, and take an active interest in, the development of weaving instruction, the arranging of demonstrations, specially in districts which have no model school, the introduction amongst the weavers of the successful results of experiments obtained at the Central Institute, Benares, and the organization generally of the hand weaving industry of the Province on co-operative lines. He would, in fact, have to perform the functions of an assistant and technical advisor to the Director of Industries in one of the most important branches of his department. He will also in that capacity organize and look after an information bureau relating to the textile industry in the Director's Office.

The post should obviously be filled by an officer of considerable experience in textile matters and particularly in the handloom industry of the province. He must know the vernacular of the province and be conversant with the peculiarities of the weaving community to be able to gain influence over it. He should also be of active habits and prepared to spend his time in villages. The pay and status of this

officer should, in the opinion of the committee, be that of an Assistant to the Director of Industries and it would perhaps be well even to designate him as Assistant Director of Industries, Textile Branch. He should have his headquarters at the office of the Director of Industries. Whenever the Inspector visits a weaving school he should forthwith submit a note of inspection to the Director of Industries and send a copy of it to the local committee.

Co-operation.

Difficulties of co-operative organization.

The committee has no doubt that no real improvement in the hand weaving industry of the Province can be effected without the help of co-operative organization. No community in India is, generally speaking, poorer than the weavers, and their individual efforts can achieve little even with the best of training. The department of co-operative societies has not in the past lost sight of the need of awakening the weavers to a realization of the advantages that they can derive from the co-operative movement, but it must be admitted that no considerable success has yet been attained in this direction. There are reasons for it. The weavers are one of the most ignorant, conservative and improvident communities in India and they are habitually led by the nose by the leaders of the community who generally profit by their industry and therefore resist their independent organization. They are also generally so heavily encumbered with debt that difficulties are experienced in forcing them out of the clutches of their creditors. They practically mortgage the labour of their children. They are easily led to oppose joining societies on the religious ground that these work on interest. They fight shy of unlimited liability and they do not possess sufficient means or security for the constitution of societies of limited liability. They have been found to be deplorably lacking in the sense of loyalty to their society and also in trade morality. The manufactures of various weavers vary so greatly in quality and design that it is difficult for a society of a limited number of persons to have a sufficiently large quantity of ex-standard goods for the market. It has not been found easy by experience to induce a weaver to change the quality or the design of his produce. Owing to these deficiencies co-operative societies of weavers require very close and constant supervision and this neither the department nor the district banks have been in a position to provide. Notwithstanding these difficulties, however, the co-operative department must continue to give its special attention to organizing the weavers and their industry on co-operative lines, and the Government should be prepared to help the department in its efforts in this direction.

Lines of organization

The committee would recommend that the industry should be organized on the following lines :—

(i) The Hindustan Central Co-operative Stores should have a textile branch which should arrange to purchase raw material and weaving accessories at wholesale rates from

the manufacturers and, to avoid duplication of transit charges, have these distributed direct among local stores (which should be its members), according to their requirements. It should also secure markets for the handloom products of the districts which it should obtain by placing orders with the local stores.

(ii) There should be a co-operative stores at the headquarters of every model school, independent of the school but prepared to accept it as a member and to meet its requirements of purchase and sale of material.

The functions of these stores should be—

(*a*) To organize co-operative societies of weavers in villages and after admitting them as members, to finance and supervise them.

(*b*) To admit, as individual members, weavers who want to deal with them for the supply of material or sale of products.

(*c*) To supply raw material and accessories to its members and meet such of their requirements as can be arranged profitably on an organized basis.

(*d*) To arrange for the production and sale of such articles as have a demand in the market and to generally help their members in the disposal of their products.

The committee think that organizations on these lines are practicable and will meet all the requirements of the handloom industry. The only difficulty that it apprehends is likely to be experienced in the way of achieving these objects is the difficulty of finding suitable honorary workers to administer the organizations in the various localities. This has, unfortunately, been the chief difficulty so far of the co-operative movement in the Province and it is not such a one as can be overcome by any suggestions. The committee would, however, strongly recommend that in places where a few voluntary workers may be forthcoming to conduct these organizations, the Government should be prepared to give financial help to enable them to employ efficient agents to assist in the details of administrative work.

For the success of these stores the committee would strongly urge that in their dealings in the supply and sale branches, they should scrupulously avoid credit transactions.

LOCAL SELF-GOVERNMENT.

District Boards in Bengal

GOVT. RESOLUTION ON THE ADMINISTRATION REPORT FOR 1920-21.

District Boards.—A further stage was reached in the withdrawal of official internal control over District Boards. In the preceding two years all but five District Boards secured the right of electing their own Chairmen; in the year under report this privilege was extended to the remaining five. In 20 boards the elective element was raised from one-half to two-thirds while the boards were also enlarged. The Darjeeling Road Cess Committee is giving place to a District Board on a popular basis, with three Local Boards, which are likely to possess a large measure of financial independence.

Local Boards.—The membership of Local Boards was increased, while three new boards were established. These bodies maintain village roads and are responsible for village sanitation, where these duties have not been transferred to Union Boards. In the Burdwan district they were also in charge of ferries and primary education; in Nadia they are also responsible for the maintenance of masonry wells. There is a tendency to transfer the functions of the Local Boards to the new Union Boards, and in Burdwan, we are told, that as a result of this transfer frequent meetings on the part of the Sadar Local Board proved unnecessary. The place of the Local Board, if it is not to be eliminated in the framework of the local self-government system, will be a matter of cardinal importance when the amendment of the Local Self-Government Act is undertaken.

Village Self-Government.—A forward policy in the creation of Union Boards was accepted by Government, and by the close of the year nearly 1,600 Union Boards had been formed. Few will doubt that this movement—if it succeeds—is fraught with important issues in the political life of Bengal. There have been many failures, but some of these village committees, especially in the Dacca district, have shown vitality and energy, which are a hopeful augury of the growth of public spirit and civic responsibility. Some District Boards have taken a keen interest in the welfare of these new bodies; in Burdwan district over half a lakh was contributed towards their expenses from the district fund.

The District Boards, however, find their own resources quite inadequate for their expanding functions, and the success of the Union Boards must depend largely on their willingness to utilize their power of taxation. It is contended that the villagers cannot afford to pay taxes for the improvement of their unions, and it must be admitted

that experience has not yet justified the optimism, which held that the villager was shrewd enough to pay, if he saw that he was obtaining good value for his money in the shape of improved communications and sanitation.

The number of Union Committees declined in proportion as they gave place to Union Boards, but there were still 309 Union Committees working at the end of the year. In the Presidency Division the Rajibpore Union Committee, 24-Parganas, is singled out for special praise; its record of work shows the benefits which a public-spirited chairman can obtain for the group of villages in which he labours. In reviewing Village Self-Government as a whole the Minister (Local Self-Government Department) feels constrained to travel beyond the annals of 1920-21 in referring to the deplorable set back, which the tender growth of village committees has of late received at the hands of the non-co-operator. In Midnapore district there was an organized campaign against the new Union Boards, and as Government had no desire to force these institutions on the villagers against their will orders have recently issued for the withdrawal of the Union Board system in that district. The old chaukidari panchayats have replaced them, and the clock has unfortunately been set back.

Financial results.—The receipts from all sources amounted to Rs. 122·7 lakhs against Rs. 129 lakhs in the preceding year, the decrease being mainly due to smaller receipts under deposits and advances and miscellaneous heads. There was also a corresponding decrease in the total disbursement which fell from Rs. 130·7 lakhs to Rs. 122·7 lakhs. The excess of current income over current expenditure amounting in the previous year to Rs. 38,000 was reduced to a deficit of about Rs. 4·8 lakhs. The closing balance at the end of the year amounted to Rs. 34·8 lakhs.

Taxation.—The incidence of taxation averaged 2 annas 6 pies a head for the whole Presidency, and varied in different districts from one anna 7 pies to 6 annas 8 pies.

Education.—The expenditure on education rose from Rs. 26·7 lakhs to Rs. 28·5 lakhs, and excluding the contributions received from Government and other sources and the fees and miscellaneous receipts, the sum contributed by District Boards from their own funds rose from Rs. 9¼ lakhs to Rs. 11·3 lakhs. The Minister for Local Self-Government observes with satisfaction that the increase was mainly due to the greater attention paid by most District Boards to the expansion of primary education in rural areas. The number of upper and lower primary schools maintained and aided by District Boards rose from 37,871 to 39,078, of which 29,936 were boys' schools and 9,142 girls' schools; those actually maintained by the Boards increased from 2,909 to 3,010. Schemes for the development of primary education on the lines suggested by Mr. Biss were sanctioned for three unions in the district of Khulna, and a grant of Rs. 8,000 for capital expenditure was made by Government towards the execution of the schemes. Female education made a satisfactory stride during the year: the number of schools increased by 600 and the number of pupils by

9,000. A sub-committee of seven lady members was formed in Khulna to advise the District Board in matters relating to the education of girls. Technical and industrial education continued to receive special attention. Two new weaving schools were started with the aid of District Boards, *viz.*, one at Midnapore and the other at Tantipara in Birbhum. The District Board of Khulna also decided to open a district weaving school as an experimental measure.

Medical relief and public health.—The expenditure under these heads aggregated Rs. 11·7 lakhs against Rs. 10·5 lakhs of the preceding year. In nearly all districts definite programmes have been laid down for the gradual extension of dispensaries and 22 new dispensaries were established during the year, making a total of 304. Two hundred and twenty-six dispensaries were in receipt of grants-in-aid from District Boards amounting to Rs. 2·77 lakhs. No dispensaries were maintained by any of the Boards in the Chittagong Division, which however, made grants-in-aid amounting to Rs. 1·13 lakhs to 55 dispensaries. Eleven temporary dispensaries were maintained by the Burdwan District Board and three by the Birbhum District Board to combat epidemics of malaria and cholera. The opinion is gaining ground that District Boards should cut adrift from the long accepted policy of constructing dispensary buildings of the old expensive type; the means for affording relief to the masses can be quickly multiplied if it is once admitted that buildings of the cheap type on which private dwellings in rural areas are constructed may serve as efficient centres for a medical agency. The Midnapore District Board's scheme for providing a network of dispensaries on these lines within the next ten years commends itself to the Minister and steps are being taken to modify the rules under which buildings must at present be designed after a costly standard type.

In Khulna 20 anti-malarial leagues were established under the general control and guidance of the Health Officer. The members are enrolled as unpaid voluntary workers in the anti-mosquito campaign and the distribution of quinine. The subsidization of medical practitioners—initated in Jessore—was approved in Midnapore, Howrah, Khulna and Dacca; in the Midnapore district four doctors, who each receive from the Board a subsidy of Rs. 35 per mensem *plus* Rs. 5 as house-rent, have now begun work. In the 24-Parganas subsidies of Rs. 30 per mensem were offered, but no doctors could be obtained; a similar report comes from Nadia, where subsidies of Rs. 35 per mensem were offered. In Dacca five doctors were obtained on subsidies of Rs. 35 per mensem; they are required to visit schools within a radius of 5 miles of their centres in order to give simple courses of instruction on personal hygiene and sanitation. In Jessore the Board has been able to withdraw its subsidies from established practitioners, but owing to the reduction of the rates of subsidies no suitable doctors were available for the new centres. The establishment of an *Ayurvedic* dispensary by this District Board attracted great interest. It is reported to have made some mark as a medical institution suitable for the treatment of chronic diseases.

The usual petty sanitary works, such as the removal of jungle, clearing roadside and village drains, filling up insanitary ditches, etc., were carried on through the agency of Local Boards, Union Boards and Union Committees.

In India the deplorable waste of life from preventable diseases is a commonplace, and in the Howrah Sadar sub-division a demonstration of anti-cholera measures was carried out at Government cost. The experiment is thus described by the Commissioner :—

"Six sanitary inspectors were placed in six than as with a sub-assistant surgeon as their supervisor, while the entire operation was in charge of the Health Officer. The inspectors were provided with bleaching powder, hycol, cholera literature and cholera posters. They visited police-stations once a day and as scon as they came to know of any outbreak of cholera they proceeded at once to the spot and disinfected rooms, buildings, soiled cloths, etc., while they also gave the occupiers of the house and the neighbours necessary instructions and sterilised tanks with bleaching powder where necessary. They distributed cholera literature among the people and published posters at prominent places dealing with the causes and prevention of cholera. The inspectors tried to get information from all available sources and principally through the Presidents of Union Boards, the idea being to check the disease in the very beginning."

It is reported that since the commencement of the campaign the death-rate from cholera has been appreciably reduced. Measures of this kind cannot, however, be at once improvised when epidemics occur; it is desirable that District Health Officers should prepare the way for such campaigns well in advance by constant anti-cholera propaganda and by dealing promptly with small sporadic epidemics. If the efficacy of preventive measures is thus demonstrated through on the year, it will be easier for a special staff to work on a larger scale, when more severe epidemics occur. Temporary itinerant doctors such as were employed in several parts of the Rajshahi Division, if their activities are properly organized and trained, form a useful nucleus for a special staff of this kind. The Minister is glad to find that District Health Officers have to some extent realized the paramount importance of simple public health propaganda at the present time. In Birbhum pamphlets containing instructions for the prevention and treatment of cholera, small-pox and influenza were distributed through the agency of the Presidents of Union Boards, and in Bankura doctors were deputed to inspect and treat pilgrim traffic from Puri.

During the year the Vaccination Act was extended to all the areas administered by the District Boards in the Burdwan Division, and the system of free vaccination was in force in the districts of Burdwan, Birbhum and Howrah. The health Officer, Howrah, held several magic lantern demonstrations to explain the benefits of vaccination to the masses. The Mymensingh District Board had a staff of 56 vaccinators including 4 women operators to attend to the *pardanishin*. Considerable attention was paid to vaccination in the

Patuakhali sub-division, the number of persons vaccinated including those vaccinated in the preceding year was about 32 per cent. of the population.

As regards works of sanitation, it is noteworthy that the Bakarganj District Board spent no less than Rs. 52,248 in the excavation and re-excavation of khals; this work is said to have had a marked effect on the sanitation of the areas concerned.

General.—On the whole, there seems ground for believing that local bodies have a keen appreciation of their obligations in the matter of public health, but the inadequacy of their funds is a constant handicap. The Minister is glad to observe a general tendency amongst District Boards to concentrate their activities on the following lines:—

(1) an extension of medical relief by the creation of new dispensaries and the subsidizing of rural doctors who require aid until they can build up a practice;
(2) the organization of preventive measures, combined with treatment in the case of epidemics;
(3) the improvement of vaccination work; and
(4) public health propaganda, in which Health Officers should take a leading part.

He is satisfied that on these lines much valuable work can be done, and has now under consideration the question of the extent to which Government can assist the Boards in these matters.

General remarks.—While the heavy balances indicate defective budgetting or the dilatory execution of work, the universal cry of District Boards is the inadequacy of their revenues for their expanding functions. Labour and materials are more expensive, while the creation of Union Boards has placed a new charge on the District Fund. Important schemes have been drawn up for the expansion of primary education, extension of water supply, adoption of a comprehensive public health policy, improvement of communications, etc., but the financial difficulty has to many Boards appeared insuperable. The adoption of a loan policy will in some cases be possible, but an expansion of revenue is also necessary, and it is difficult to devise taxation, which will sufficiently augment the resources of the District Boards without proving oppressive to the tax-payers. This question was discussed at the Conference of the representatives of District Boards held in December 1919. The Conference was opposed to any increase in the cess, but approved a proposal to levy a tax on carts, carriages and horses in rural areas. This proposal has recently been revised, and enquiries are being made as to the approximate revenue such a tax might yield and the method of its assessment and collection.

Apart from finance, the work of the District Boards, many of which were under non-official Chairmen, was on the whole satisfactory; most of the non-official Chairmen showed great interest in their important duties, and there is no doubt that the District Boards have considerable vitality and are beginning to open up a field of

useful public service to many of the ablest men in the mufassal. The Commissioner of the Presidency Division observes :—

"The general impression left on my mind after inspecting the District Board Offices is that with the passing of the official Chairmen who worked in one groove, there has been an improvement in the variety of projects undertaken for the good of the people. The work of the Boards is more attractive to members, and each non-official Chairman is conscientiously doing his best with the time at his command in the matter of touring."

Municipalities in Bengal

GOVERNMENT RESOLUTION ON THE ADMINISTRATION REPORT FOR 1920-21.

Number of municipalities.—A new municipality was created at Bhola (Bakarganj) ; the total number of municipalities in Bengal thus became 116. As, however, the new municipality did not begin work during the year the statistics deal with 115 municipalities.

Elections.—The elective system was in force in all except five municipalities. At present under section 14 of the Bengal Municipal Act, Government appoint one-third of the Commissioners of a municipality which has the elective system. In 1919 Government decided that an experiment should be made in certain municipalities, whereby the elected Commissioners, subject to Government control, should be invited to co-opt the remaining one-third of their body. This privilege was granted to the elected Commissioners of Nabadwip, Chandpur and Jessore ; It was found necessary to revert to the old system in Nabadwip. All except 12 municipalities have the right to elect their own Chairmen. The latter number has been reduced to five since the close of the year.

General elections were held in 16 municipalities. Little interest was shown in the municipal elections of Chandpur and Cox's Bazar, while there was no poll in any ward in Sherpur nor in one ward of Nawabganj.

Meetings.—One hundred and sixty-one meetings or, on the average, one in every 14 failed for want of a quorum. The failure was most marked in Baduria where 6 out of 14 meetings proved abortive. The Commissioners of the North Barrackpore, Gobordanga and Murshidabad municipalities failed to hold monthly meetings. Eight out of 18 Commissioners of the Barasat Municipality absented themselves from several consecutive meetings while the attendance of the official Commissioners in this and eight other municipalities in the Presidency Division is reported to have been irregular.

Assessment and taxation.—The average incidence of taxation per head of population was Rs. 2-11-9 showing a slight falling off, which is due to an increase in population according to the last census. The incidence is highest in the suburban municipality of Cossipore-Chitpur

(Rs. 9-7-2). Next come the hill stations of Darjeeling (Rs. 8-8-4) and Kurseong (Rs. 7-0-11). In only two other towns (Howrah and Chittagong) it is above Rs. 5 while it is below Re. 1 in 31 municipalities or nearly one-fourth of the total number, falling in two cases to below 8 annas a head.

A general or partial revision of assessment was made in about half the number of municipalities, the net result being an increase of Rs. 3,17,209 in the municipal demand of the Presidency as a whole. In Cossipore-Chitpur the net increase of revenue amounted to Rs. 22,601, of which more than half was due to the assessment of new jute godowns. Maniktala, Burdwan and Barisal secured each an increase of more than Rs. 10,000 while in Bally an enhancement of the rate of taxation in three out of four wards brought in an additional income of Rs. 17,451. The revision of assessment in Kurseong is subject to the result of no less than 200 appeals, but the Chairman expects an increase of Rs. 6,000 in municipal revenue. A water-rate and tax on arable land were imposed for the first time in Nator and Sherpur, respectively. In the former town the tax on persons which had been in force in 5 out of 12 wards was replaced by a rate on holdings.

Collections.—There was a satisfactory increase of Rs. $2\frac{1}{5}$ lakhs in collections, the percentage on the current demand rising from 90 to nearly 96. In 13 municipalities the collections were equal to or in excess of the current demand and in 17 they were over 99 per cent. On the other hand, the ratio was under 85 per cent in nine municipalities, falling as low as 66 per cent in Bally. Garulia and Nalchiti alone collected the full demand without any remission. The amount of remissions was smaller than in previous year and represented 2·5 per cent on the current demand. The small municipality of Debhatta remitted more than quarter of its current demand while five others, *viz.*, Kharar, Bansberia, Bally, Halisahar and Taki, remitted more than 10 per cent. Except in the case of Bansberia where remissions were granted on account of vacant holdings and exemptions allowed on account of altered circumstances of rate-payers, no explanation has been given for the high percentage of remission.

The returns show that there is a growing tendency to allow municipal revenue falling in arrears. In the Presidency as a whole, the balances outstanding at the close of the year amounted to Rs. 7,06,896 against 6 lakhs in the previous year and Rs. 5,40,076 in the year 1918-19. The Minister for Local Self-Government regrets to observe that the accumulation of such heavy arrears reflects credit neither upon the Municipal Commissioners nor upon their executive. Howrah shows the largest balance outstanding (*viz.*, Rs. 2.11,780) and although an explanation has been given, the real reason for this heavy accumulation seems to be the weakness of the municipal executive in enforcing punctual payment by resorting, where necessary, to coercive measures which were adopted only in five cases. Other municipalities which had unduly large outstandings were Cossipore-Chitpur, Mymensingh, Bally, Dacca, Hooghly—Chinsura, Burdwan and Chittagong. In the case of the first named municipality the balance of

Rs. 65,000 was mainly due to the non-payment of taxes due from the Eastern Bengal Railway, but in other cases no satisfactory explanation has been furnised. By a mistaken leniency towards defaulters, the Commissioners frequently impose a heavy handicap on their administration: the Minister trusts that prompt and vigorous measures will be taken to collect arrears. On the other hand, four municipalities had no outstanding balances while in ten other cases they were less than Rs. 100.

Education.—The amount spent on education, including the Government grant of Rs. 1,06,056, was Rs. 2,83,955 or about 3½ per cent of the municipal income as against 4·2 per cent in the preceding year. The expenditure on primary education fell from Rs. 1,34,221 to Rs. 1,22,713, but it is satisfactory to note that only 13 municipalities, as against 22 in the previous year, failed to spend at least 3·2 per cent of their ordinary income—the percentage which is taken to represent the amount required for the education of half the number of boys of primary school-going age. On the other hand, the percentage was over 5 per cent in 53 municipalities and over 10 per cent in 5.

The Rangpur Municipality resolved to levy an education cess under the Bengal Primary Education Act of 1519, and the Municipal Commissioners of Darjeeling decided to establish two primary schools, *viz.*, one for boys and the other for girls, each to accommodate 300 students, and received a Government grant for the construction of the boys' sohool during the year. A model building, which will be a credit to the town, is now under construction. The Chandpur Municipality approved of the scheme drawn up by Mr. E. E. Biss regarding voluntary primary education.

Public health.—It is a good sign that for the past few years almost all municipalities have been taking measures to improve sanitation by filling up or clearing insanitary tanks and ditches and by removing jungle.

Effective steps were taken to prevent the spread of cholera and small-pox which broke out in several municipalities in the Dacca and Rajshahi Divisions. Faridpur offered a reward for information of the first case of these diseases so that the Sanitary Inspector might immediately visit the locality, trace out the source of infection and adopt necessary measures for disinfection.

Bye-laws were framed by a number of municipalities for the eradication of water-hyacinth, and notices under Section 200 of the Bengal Municipal Act were issued by some to remove this pest from tanks and water-ways.

Public works.—The percentage of the outlay on public works to the total expenditure varied in the smaller towns from 2·1 in Birnagar to 56·9 in Taki and in larger municipalities from 5·4 in Kurseong to 30·4 in the South Suburban Municipality. The new town hall and municipal office in Darjeeling was completed.

MISCELLANEOUS.

Labour Problems

A Labour Intelligence officer for Bengal.

As a result of the recommendations of the Indian Industria Commission and in view of the complex labour situation which arose after the war, the Government of Bengal, after consultation with the Government of India, created, with effect from the 1st July 1920, a temporary post of Industrial Intelligence Officer. This officer's duty was in general to collect and make available for the public detailed information on matters connected with the development of industry, and in particular to investigate and report on labour conditions and the facts and causes of labour disturbances. The term for which this post was created expired on the 28th February 1922. The attention of the Industrial Intelligence Officer during the last 18 months has been occupied almost entirely with the wide-spread unrest in the labour world. India's international obligations as a member of the League of Nations, and in particular her active participation in the International Labour Conferences involve the systematic collection of information regarding her labour problems for supply, both to the International Labour Office itself and to the delegates of India to the Conferences. Moreover, it is the request of the Secretary of State that labour disturbances in India should be accurately and promptly reported to him for the information of Parliament. Further in paragraph 19 of their report, the Committee on Industrial Unrest appointed by this Government in 1921, laid great stress on the importance, if Government was to maintain a proper watch over the industrial situation, of its having full and early information about all forms of labour troubles. In view of these considerations which indicate the necessity for a separate organisation in Bengal to deal properly with labour matters and to keep Government informed regarding them, the Governor in Council has decided to create directly under this Government a post of Labour Intelligence Officer temporarily for two years in the first instance.

The collection of industrial intelligence including information connected with the development of industries will, for the presnt, be undertaken by the Director of Industries, to whom all references connected with this subject should be addressed.

The Indian Institute of Science

SUMMARY OF THE REPORT.

The evidence placed before us, the report says, makes it abundantly clear that there exists, in many quarters, a strong feeling of disappointment and dissatisfaction due to the present condition of the Institute. It has, indeed, been maintained that its work is carried on without definite aim, that it has achieved no definite position, and that it has not attained academic repute. On the other hand the fact cannot be ignored that students from various parts of India have been eager to seek admission to the Institute, and that many of those who availed themselves of such training as was available here in the past have creditably filled positions of trust and responsibility in connection with scientific and industrial work. At the same time, it cannot be denied that the Institute has lost in efficiency by reason of the fact that its policy and lines of development have never been defined with sufficient precision. The Institute has also suffered in reputation by reason of the conditions and circumstances under which private work has been undertaken by some members of the staff, though in most cases in accordance with the terms of their respective engagements. It has been represented to us further that the relations between the professors and the students in the past have not always been as cordial as could be desired; and as might have been anticipated, this circumstance also has injuriously affected the reputation of the Institute.

Finally, some of the witnesses have commented adversely on the total absence of Indians from the superior staff of the Institute and have emphasised the need for what has been described as Indianisation of the institution. We have not considered it necessary to investigate or enter into details of specific instances which, it has been suggested by some of the witnesses, throw discredit on the past management of the Institute. We felt that no useful purpose would be served by any such attempt, specially as it is not within the scope of our enquiry to sit in judgment over the conduct of any individual, whether a member of the staff or of the governing bodies of the Institute. We are clearly of opinion that what is of real importance at the present time is to obtain a correct view of the general condition of the Institute as a whole, so that we may be able to suggest remedies for the removal of the defects which in the past have made it impossible for the Institute to fulfil the just expectations of the representatives of the founder, of other donors and of the educated public. We shall accordingly proceed to consider in the first place the fundamental question of policy and lines of development of the Institute, which must determine the most suitable type of constiution.

Definite Courses Required.

The present condition of undergraduate, postgraduate and scientific research work in India is such as to make it desirable that definite courses of instruction should be established in all departments of

the Institute to serve as a kind of link between the student's previous work and the research to which he intends ultimately to devote himself either in the Institute or elsewhere. Such courses of instruction should include lectures and practical work, should be noted in the calendar of the Institute and should form part of the course for the Certificate; in their organisation special attention should be paid to the needs of the diverse classes of students drawn from other educational institutions. The need for such courses may perhaps diminish with the development of training in science throughout India and they may then be profitably replaced by courses of lectures and practical work in more advanced or in specialised subjects. Any attempt to divorce teaching from original work in science leads to degeneration in the character of either the teaching or the research. Paragraph 3 of the existing Regulations should accordingly be amended by specifying advanced instruction as an object of the institution in addition to original investigation.

In our opinion it is most undesirable that the activities of the Institute, in connection with teaching and research, should be confined to matters which bear on the application of science to industry. We would point out that great numbers of scientific industries have orginated in purely academic scientific work; the same process of evolution will certainly lead to the establishment of important branches of technology which are not yet foreseen. Apart, however, from the fact that applied science is largely founded on discoveries in pure science, it may be remarked that the exclusion of purely scientific research will inevitably narrow the interests of the workers and check the development of that scientific atmosphere which is so essential in such an organisation as the Institute. It is desirable that workers in pure science should be encouraged in the Institute and that their colleagues engaged upon technical problems should be able to enlist their knowledge and services.

The Committeee's Proposals.

The Committee recommend the retention of the department of pure and applied chemistry, which is indubitably capable of playing a prominent part in developing the resources of India and in utilising the intelligence of Indian youths in the service of their country. This department, therefore, should be reinforced in accordance with a carefully thought out scheme and therefore the Committee recommend the organisation of a set of professorial chairs, *viz.*, general and mineral chemistry, organic chemistry, physical chemistry, inorganic chemical technology, organic chemical technology, etc. They also emphasise the need for no chair in general physics in the immediate future. The Committee further regard it essential that certain chairs connected with engineering should be established, and thus bring into existence a department of applied mechanics and electrical technology comprising of the following three chairs, applied mechanics including water power engineering, thermodynamics and head engines and electrical technology. Should it be desired later to introduce such subjects as metallurgy and economic geology, the necessary chairs would find colloborators in the three departments already existing.

The Committee after discussing at great length the present state of the finance of the Institute suggest certain ways and means of meeting the expenditure which would be incurred by the creation of the new departments, and state "To what extent the munificence of the founder will stimulate the generosity of other potential private benefactors we cannot foresee, but we would suggest that all Indian Provinces and States should be approached with a view to obtaining their co-operation, financial and otherwise, in the development of the Institute." The Committee propose that the management of the Institute should vest in the Visitor, the Court, the Standing Committee of the Court and the Council of the General Board of studies. His Excellency the Viceroy for the time being should be *ex-officio* the Visitor. The offices of Patrons and of Vice-Patrons appear unnecessary to them, and therefore, they are not in favour of its retention.

Avoiding Departmental Isolation.

The report says "whilst the financial resources of the Institute actually in sight should suffice for the equipment and maintenance of the two new departments now suggested, we would emphasize our conviction that the success of the Institute demands the creation of a number of other new departments; these as described above should work in close touch with each other and would be expected to mutually support one another. The inaguration of these departments in due course would remove the element now prevailing of departmental isolation which is, in our opinion, one of the main contributory obstacles to the progress of the Institute.

"The establishment of all the new departments mentioned will involve a capital outlay of 20 or 25 lakhs and a large endowment for maintenance; we are of opinion that steps should be taken, in view of the important services which an expanded Institute could indubitably render in the development of the resources of India, to secure further financial support for the Institute. Sufficient has already been done in the Institute to show that the Founder's action was impelled by a very wise and far-sighted realisation of the needs of the country and that, given amendments in methods of working and expansion in the field covered, such as those detailed in the present report, the Institute will prove of almost limitless service to India and to Indians."

MYSORE LEGISLATIVE COUNCIL

Offg. Dewan's Speech.

AT THE MEETING HELD ON 10TH APRIL 1922.

Before we proceed to the business of the day, I wish to make a few observations. I believe, I voice the sentiments of all the members of this Council when I say how greatly we regret the absence from our meeting to-day, of Dewan Sir M. Kantaraj Urs, who has unexpectedly proceeded on leave owing to a sudden illness. Sir Kantaraj Urs is, I am glad to say, making very satisfactory progress. We all wish him soon a complete recovery.

State Finances.

Since we last met you will have noticed that Government have taken a definite step forward in the direction of securing financial stability of the State. By an order of the 3rd February 1922, a Special Committee for examining the financial position of the State was appointed under the presidency of a non-official member of this Council, our well-known public spirited citizen Rajasabhabhushana Dewan Bahadur K. P. Puttanna Chetty, C.I.E. In appointing this Committee it was the special desire of the Government that the investigation into the question of the State's finances should be undertaken in close association with the responsible non-official leaders of public opinion. Accordingly, out of seven members, only two are officials and you will have noticed that of the five non-official members four are members of this Council. The work of this Committee has been laid down comprehensively so as to embrace all financial questions and will include the formulation of proposals for improvement of revenue and resources as well as for retrenchment and economy of expenditure. The Committee have started work in right earnest sitting day to day and have been conducting their deliberations with commendable promptitude. They have already investigated a number of important questions, examined several departments and they have been asked to submit this month an interim report containing recommendations relating to the next budget and Government expect that their final report will be received in the course of a few weeks. Though its proceedings are not open to public, the Government have decided to make their report public and to place it before the ensuing Session of the Representative Assembly. This Council will also have an opportunity of considering the report and the recommendations of the Committee before final orders are passed by the Government. Our position is so difficult that we cannot allow the deficit position in our annual revenue budget to remain uncovered during the next official

year and in future years. Whether we can so materially reduce excess of expenditure over revenue as to bring about an equilibrium is more than I can say at present. But, I do say this, that mere retrenchments in the present scale of expenditure by themselves will not solve our present difficulty, and it will be necessary to take every possible step to raise our revenues. I have no doubt that His Highness' Government will, in this matter, receive every reasonable support from the Representative Assembly as well as this Council.

It is proposed to appoint a Special Officer forthwith to assist me and my colleagues in dealing with all matters arising out of this financial situation so that the various recommendations of the Special Finance Committee as well as other action necessary to prevent unnecessary expenditure and to effect necessary economies in the administration besides raising the revenues wherever possible, without adding unduly to the burdens of taxation, may be taken without any further loss of time. But whatever action the Government may take, they will, I can assure you, at every stage, take the public into the fullest confidence and place every important measure involving a departure from the present practice of administration or any important step in the matter of augmenting our resources, before the constituted assemblies for an expression of their opinion.

Mysore Reforms.

There is just one other matter about which I should like to say a few words before we proceed to the business put down in the Agenda. I refer to the question of Constitutional Reforms in Mysore. Sir M. Kantaraj Urs had once assured you that the question is engaging the attention of His Highness' Government. Since the last meeting of the Representative Assembly the matter has been further considered and proposals for constitutional advance are being carefully studied in the light of experience gained in British India and the peculiar conditions of this State. One fact that has come out prominently to notice is that the questions involved are far more complex than a cursory examination of the subject might lead one to suppose; a careful and detailed examination of the subject not only by the Government, but also by the leaders of non-official public is necessary before any satisfactory solution can be arrived at.

Government are glad to note that two of our public men one of whom is a member of this Council have already made an attempt to set down their ideas of constitutional reforms as applicable to Mysore. I trust many others will follow their example and study the questions themselves and lay the results of their studies before the public for being fully threshed out. So far as Government are concerned, I feel it will not be possible to realise the anticipations that were held out by Sir M. Kantaraj Urs at the Dasara Session of the Representative Assembly, *viz.*, that a scheme may be evolved and placed before the next Birthday Session for discussion. Although we have made some progress in collecting and eliciting information and formulating suggestions in the matter, the Government consider that owing

to the vast importance of the subject and the intricate issues involved it is necessary to go cautiously and slowly. Besides, all the time and energy at our disposal have now to be concentrated at least for the next few months towards the solution of the financial problem. I hope, therefore, there will be no disappointment if I say that while Government will give their continued attention to this matter, it will not be possible to make any definite pronouncement before the next October Session of the Representative Assembly.

Gentlemen, at the present juncture, we have many difficulties to face; but this is not peculiar to Mysore, and I am sure we can surmount all our difficulties if we set about our work with determination and courage and with mutual confidence, co-operation and good will.

PART I.—Orders of Government (Mysore).

FINANCIAL

Travelling Allowances.

REVISED SCALE.

Government direct that from 1st June 1922 the travelling allowance admissible for journeys by railway be regulated according to the following classification of Officers:

Class of officers,	*Railway fare.*
(1) Officers whose salary is Rs. 500 or more.	First Class.
(2) Officers whose salary is Rs. 100 or more but less than Rs. 500.	Second Class.
(3) Other Officers in superior service whose salary is less than Rs. 100.	Third Class.
(4) Officers in inferior service.	Third Class.

Articles 539 A and 542 (*b*) Mysore Service Regulations, will be amended accordingly.

G. O. No. Fl. 5368-417—S. & A. 106-21-6, dated 27th May 1922.

Disposal of Pension Applications.

DELAY DEPRECATED.

Several instances of delays, some times extending to years, in the disposal of pension applications have been brought to the notice of Government. Instances have also been reported in which for want of sufficient information it has not been possible for the Comptroller to sanction even anticipatory pensions. The hardship caused to retired officers who are kept out of their pensions for long periods is obvious. The delays that are occurring in the disposal of pension claims are entirely the result of inadequate attention paid to the maintenance of service registers of officers which should be maintained always in an up-to-date condition by a contemporaneous record of all events relating to their services as required by the Mysore Service Regulations and the Account Code and the attention of Heads of

Offices and Departments have several times been drawn to it. The neglect of this record causing avoidable hardship to retired officers will not be countenanced by Government. Heads of Offices and Departments should see that pension claims of retired officers are settled with the least possible delay and to attain this result, they should take all steps necessary to have the service registers of officers under them maintained in the condition necessary for the preparation of pension applications as soon as officers are relieved of their duties. Government will take severe notice of the conduct of officers responsible for delays in the disposal of pension claims. The Comptroller is requested to report for the orders of Government instances in which pensions are not sanctioned within one month of the dates of relief of retired officers to whom pensions are due.

G. O. No. Fl. 5619-68—S. & A. 123-21-1, dated 19th June 1922.

Age-limit for Superannuation.

MODIFICATION OF EXISTING RULES DECLINED.

The recommendation of the Special Finance Committee, suggesting an increase in the age-limit for superannuation, is solely made with a view to keep down the cost of pension charges and is also subject to the qualification that it should not be applied to holders of offices whose abolition or reduction in pay is proposed by the Committee. Government consider that, in the interests of administrative efficiency, it is not desirable to modify the existing rules regarding superannuation which allow the retention of officers even after attaining 55 years of age, if found otherwise efficient.

G. O. No. Fl. 29-78—S. & A. 1-22-1, dated 6th July 1922.

REVENUE.

Paddy and Ragi Crops.

REVIEW ON THE FORECASTS FOR 1921-22.

The favourable seasonal conditions of the year under report were reflected in the expansion in the area both under paddy and ragi and in the increase in the estimated yield of these crops.

The total area under paddy was 710,151 acres as against 680,385 in 1920-21 showing an increase of 30,860 acres or nearly 5 per cent. Increases in area of over 10,000 acres are noticeable in the districts of Kolar and Tumkur. In proportion to the increase in the extent under paddy, the yield estimated is 196,816 tons as against 175,333 tons in the preceding year showing an increase of nearly 21,483 tons or 12 per cent.

The area sown with ragi was 2,219,150 acres against 2,224,665 acres in 1920-21, showing an excess of only 15,000 acres or 0·7 per cent. The estimated outturn, though about 39 per cent less than the estimated yield at full standard rates, shows an increase from 5,617,774 pallas in 1920-21 to 5,876,404 in the current year or of nearly 4·6 per cent.

G. O. No. 4985-95—Stl. 22-21-6, dated 5th May 1922.

Minor Tank Restoration Works.

REDUCTION OF LIMIT FOR MAKING INTERMEDIATE PAYMENTS FOR PIECE WORKS.

The Revenue Commissioner states that in several cases, the cost of works executed by the Revenue Maramat Department is less than Rs. 500 and the petty contractors who undertake such works are too poor to wait for payment till the works are completed. He recommends, therefore, that the limit referred to above may be reduced to Rs 100 in the case of works executed by the Revenue Maramat Department. He adds that these works being numerous, it is not practicable to bring them under the exceptional cases in which intermediate payments are permissible under Article 394 of the Mysore Account Code, Vol. III.

Government agree with the Revenue Commissioner and direct that the limit prescribed in the order dated 22nd July 1917, be reduced to Rs. 100 in the case of works executed by the Revenue Maramat Department.

G. O. No. R. 5426-37—L. R. 15-21-30, dated 9th May 1922.

Cardamom Cultivation.

RELAXATION OF RESTRICTIONS DECLINED.

Government Order No. R. 4616-19—L. R. 280-14-12, dated 10th November 1915, prohibits the grant of land for cardamom cultivation in the areas whose drainage flows through the Western Ghats into the basin of the Hemavati. The Revenue Commissioner is not in favour of relaxing the order and suggests that cases requiring special treatment may be required to be submitted to Government for orders. Government are not prepared to relax this order.

As regards the restriction laid down in para 3 of the same order against the growing of other crops on lands granted for coffee cultivation, the removal of which is also prayed for, the Revenue Commissioner is of opinion that in the absence of an express provision to the contrary, the occupants of lands given out on coffee tenure have a right to cultivate cardamom or any other crop thereon and that, no restriction, can be legally placed on such cultivation.

Under Section 113 of the Land Revenue Code, Government can affix such conditions as it may prescribe, to lands held on coffee tenure. They have therefore every right and on very good grounds to restrict the use of the land assessed at coffee rates to the original purpose. In these circumstances, no other cultivation than coffee can be permitted on lands given out on coffee tenure.

G. O. No. R. 6504-12—L. R. 181-21-50, dated 23rd May 1922.

The Revenue Department.

RETRENCHMENTS ORDERED.

The Committee have made the following recommendations :—

Revenue Commissioner's Office.

(*a*) That the salary of the Revenue Commissioner may be fixed at Rs. 1,400 without any duty allowance, the reduction being brought into effect on a change of incumbents.

(*b*) That of the two Assistants to the Revenue Commissioner, one may be abolished.

(*c*) That the office establishment is capable of considerable reduction in all Revenue offices and that a special officer be placed for duty under the Revenue Commissioner to study the possibilities of reduction of work and of establishments.

(*d*) Grants for travelling allowance and contingencies may be reduced to Rs. 4,000 each.

District Establishment.

(*a*) That the Chintamani Sub-Division in the Kolar District be abolished.

(*b*) That the post of the Personal Assistant to the Deputy Commissioner, Tumkur, be abolished forthwith.

(*c*) That the post of the Personal Assistant to the Deputy Commissioner, Mysore District, be also abolished.

Taluk Establishments.

(*a*) That the sub-taluks of French Rocks, Gudibanda, Kumsi and Harihar be abolished.

(*b*) That a permanent monthly allowance of Rs. 40 be given to Amildars and Deputy Amildars instead of travelling allowance under the usual rules.

2. One of the posts of Assistant to the Revenue Commissioner has already been abolished in G. O. No. R. 6311-12—L. R. 317-21-1, dated 13th May 1922.

3. Necessary reductions in the grants for "travelling allowance" and "contingencies" have been effected in the next year's budget.

4. The post of Personal Assistant to the Deputy Commissioner, Tumkur District, has been abolished in G. O. No. 6212-71—C. B. 115-21-8, dated the 5th April 1922.

5. The duty allowance now attached to the post of the Revenue Commissioner will be abolished in the case of future incumbents.

6. The Chintamani Sub-Division in the Kolar District will be abolished and the taluks now comprised in it will be redistributed as follows with effect from the 1st July 1922:—

(*a*) Kolar Taluk will be placed under the Treasury Assistant Commissioner.

(*b*) The Deputy Commissioner will be in direct charge of the Bowringpet Taluk.

(*c*) The taluks of Malur, Mulbagal, Srinivaspur and Chintamani will be constituted as one sub-division styled Malur Sub-Division with headquarters at Kolar.

(*d*) The rest of the taluks, *viz.*, Chikballapur, Goribidnur, Bagepalli (including Gudibanda) and Sidlaghatta will form the Chikballapur Sub-Division with headquarters at Chikballapur.

7. In view of the fact that the Mysore District is a heavy charge and that the work in this District office requires close supervision by a Gazetted Officer, Government consider that the post of the Personal Assistant to the Deputy Commissioner of Mysore cannot be abolished.

8. The sub-taluks of French Rocks and Gudibanda will be abolished with effect from the 1st July 1922 in accordance with the decision contained in Government Order No. 14144-94—L. R. 338-15-71, dated 6th—21st May 1919. The proposals received from the Revenue Commissioner in this behalf with his letter No. C. 1055, dated 13—16th August 1920 are approved. They will be separately notified.

9. Amildars and Deputy Amildars will hereafter draw for journeys within their own taluks daily allowance at Rs. 2 and Rs. 1-8-0, respectively, instead of mileage or daily allowance as the case

may be as at present. For journeys outside their jurisdiction they will draw travelling allowances under the general rules.

10. It is not possible to abolish Harihar Sub-Taluk as it is an important station on the British frontier. As the Shimoga Taluk to which Kumsi Sub-Taluk would have to be added, if abolished, is stated to be already unwieldy, the feasibility of abolishing Kumsi Sub-Taluk by suitable adjustment will be further examined.

11. Separate orders will issue as regards the deputation of an officer for examining the system of work in typical revenue and other offices, with a view to simplifying methods of work, reducing the quantity of avoidable correspondence, retrenching clerical establishments.

12. The Revenue Commissioner is requested to examine once again the feasibility of abolishing the Kumsi Sub-Taluk by suitable readjustments in the Shimoga District and submit his further proposals.

G. O. No. R. 7048-109—L. R. 341-21-1, dated 19th June 1922.

Lands Available for Cultivation.

LISTS TO BE PUBLISHED.

Government approve of the Revenue Commissioner's proposals that two lists of all assessed waste lands in each village available for cultivation may be put up at the village chavadi, the lands being classified under two heads, A and B. All assessed lands on which there is no *malki* (trees, wells, buildings, etc.) or the value of *malki* on which does not exceed the assessment on the lands should be included under A, and the others under B. Lands classed A should be given to the first applicant without sale, *i.e.*, either free or for an upset price equal to the value of the *malki* and lands classed B should be disposed of by public auction. The Amildar need not obtain the orders of the Sub-Division Officer, for granting any land included in "A" list for upset price, as required in para 4 of the order of the 10th October 1917, and no report of enquiry by Sheikdar is needed in the case of these lands.

The two lists should be revised annually during the Taluk Jamabandi and submitted to the Huzur Jamabandi Officer in triplicate for his approval. After approval by him, one of the lists should be left with the Shanbhog for his reference and the other posted at the village chavadi for the reference of the villagers and the third retained in the Taluk Office. Objections from villagers to the classification of lands under "A" will be disposed of by the Amildar, his orders being subject to appeal in the ordinary course.

On receipt of application for lands classed "A" Saguvali chits may be issued by the Amildars, without any enquiry, the usual formalities prescribed for sale being observed only in the case of lands classed "B".

G. O. No. R. 7150-9—L. R. 181-21-53, dated 20th June 1922.

Sugar-cane Crop.

Review on the final forecast for 1921-22.

During the year under report, the total area under sugar-cane increased from 30,587 acres in the previous year to 32,303 acres showing an increase of nearly 1,716 acres or 5·6 per cent. This expansion in the area of cultivation is reflected in the rise in the estimated outturn from 2,348,671 maunds in 1920-21 to 2,825,797 maunds in the year under review. But though the outturn has fallen short of the estimated yield at full standard rates by 23·5 per cent. it is satisfactory to note that for an increase of 5·6 per cent. in the area, the outturn has risen by 20·3 per cent.

G. O. No. 5695-5706—Stl. 22-21-5, dated 21st June 1922.

EXCISE.

Industries using Alcohol.

EXEMPT FROM DUTY.

With a view to encourage industries using alcohol, Government issue the following general instructions for the issue of alcohol free of duty for industrial purposes .—

(1) The concession will not be allowed in any case in which the use of any kind of denatured spirit is not deleterious.

(2) The concession will be given only in individual cases according to the merits of each case on the recommendation of the Director of Industries and commerce.

(3) Adequate safe-guards to be decided upon by the Director of Industries and Commerce in consultation with the Excise Commissioner should be impcsed to prevent misuse.

(4) If the grant of concession involves extra expenditure in the way of additional establishment or otherwise, it should be borne by the parties in whose favour the concession is given.

(5) The maximum quantity to be allowed in each case should be fixed by the Director of Industries and Commerce according to circumstances in consultation with the Excise Commissioner.

(6) The license for the issue of alcohol free of duty in each case should be limited to a period of one year in the first instance subject to renewal by the Excise Commissioner on his being satisfied that the concession has not been abused.

G. O. No. R. 5982-5—Ex. 8-21-12, dated 8th May 1922.

Excise Advisory Boards.

THEIR RETENTION FOR TWO MORE YEARS ORDERED.

Government Order No. R. 5970—Ex. 60-18-2, dated 15th November 1918 sanctioned the constitution of Excise Advisory Boards in all district headquarters (except Bangalore, Mysore and the Kolar Gold Fields, where Excise Licensing Boards have been constituted) for determining the number and locality of liquor and drug shops as an experimental measure for three years.

The Excise Commissioner in Mysore recommends the retention of the Boards temporarily for a further period of two years and states that the question of their permanent retention may be considered later on. The recommendation is sanctioned. The Excise Commissioner is requested to submit a report at the end of the period on the question of making the Boards permanent.

G. O. No. R. 6263-71—Ex. 63-21-3, dated 13th May 1922.

FORESTS.

The Forest Department.

RETRENCHMENTS ORDERED.

In his note dated the 27th November 1921, the Officiating Conservator of Forests has proposed, among other matters, the following revision of the Controlling staff and their charges, as a temporary measure till the State Finances improve, *viz.*—

(*a*) abolition of the Mysore South Division and placing the Division under the District Forest Officer, Mysore West Division, the Reserve Sub-Assistant Conservator being allowed as his Assistant;

(*b*) abolition of the Kadur Division and merging it in the Tarikere Division;

(*c*) Consequent abolition of the two temporary posts of Assistant Conservators; and

(*d*) doing away with the Temporary establishment of the Division offices at Tarikere and Bhadravati and the transfer of the establishment at Chikmagalur (Kadur Division) and Mysore South to the former two offices.

Government direct that as a first measure of retrenchment, the Kadur Division be abolished forthwith, the territorial jurisdiction of the Tarikere Division being extended to the old Kadur Division; and that the Mysore South Division be abolished with effect from 1st July 1922, the charge being merged in that of the District Forest Officer, Mysore West Division.

The permanent establishments attached to the Kadur and the Mysore South Divisions should, as far as possible, be provided for in the Tarikere and the Bhadravati Divisions, the Temporary staff sanctioned for these Divisions being disbanded.

The Bhadravati Forest Division will be continued for a further period of one year from the 19th January 1922.

G. O. No. 6245-8—Ft. 113-21-6, dated 23rd June 1922.

JUDICIAL.

Bench Courts.

POWERS DEFINED.

The question of increasing the powers of Bench Courts was urged at the Representative Assembly and discussed at the meeting of the Deputy Commissioners held in October 1921.

On a full consideration of the suggestions, Government direct that the Courts of Benches of Magistrates at Taluk Headquarters be invested with power to try cases of theft where the value of the property does not exceed Rs. 50 and those at District Headquarter towns with the full powers of a Third Class Magistrate when they are not already invested with such powers.

G. O. No. J. 4910-18—Cts. 43-20-33, dated 25th April 1922.

Import of Arms.

APPLICATIONS TO BE MADE THROUGH DISTRICT MAGISTRATES.

Applications for licenses to import revolvers and pistols into the Mysore State from British India are now being made direct to the Residency either by the exporting firm in British India or by the person desiring to import, the license permitting possession of the weapon in Mysore being forwarded with the application.

With a view to ensure that revolvers and pistols are imported into the State only in cases of real necessity and by persons of approved character, Government direct that, in future, all applications for licenses to import revolvers into the State should be made to Government, through the District Magistrate of the District concerned, for transmission to the Residency. The District Magistrate should, in forwarding each such application, certify whether the possession of a revolver by the applicant is of real necessity and whether the applicant is a fit and proper person both as regards character and status to possess a revolver or pistol.

The procedure prescribed above should be adopted in the case of all applicants for license to import revolvers and pistols into the State, including European residents. It will not, however, apply in the case of the marginally noted nobles and officers of the State who have been designated by the Hon'ble the British Resident under Proviso (iii) to sub-rule 1 (*a*) of Rule 34 of the Indian Arms Rules, 1920, and under entry 2 (*b*) in Schedule I to the same rules.

1. His Highness the Yuvaraja of Mysore.
2. Rajakumar C. Desaraj Urs.
3. The Dewan of Mysore.
4. Sir M. Kantaraj Urs, K. C. I. E., C. S. I.
5. Col. J. Desaraj Urs, C.I.E., M. V. O.
6. Sirdar M. Lakshmikantaraj Urs.
7. Members of Council of His Highness the Maharaja of Mysore.
8. Judges of the Chief Court of Mysore.
9. The Private Secretary to His Highness the Maharaja of Mysore.
10. The Chief Commandant, Mysore State Troops.

G. O. No. 6033-42—P. P. 65-21-5, dated 30th March 1922.

POLICE.

Police Department.

RETRENCHMENTS ORDERED.

The Special Finance Committee recommend that the Police Training School may be closed and the entire staff disbanded with the exception of the Shorthand Instructor and the Instructor in Photography. The Inspector-General has acquiesced in this recommendation on the ground that no direct recruitment to the grade of either Sub-Inspectors or Inspectors, is likely to take place for some years to come, in consequence of the need for restricting expenditure on establishments.

The Police Training School as constituted at present, was established in the year 1892 and is equipped with a staff sufficient to train 12 Inspectors, 30 Station House Officers and 200 Constables, every year. The grant allotted in the budget for the next year is Rs. 20,300 of which Rs. 14,580 is provided for establishment charges. Although it is probable that no direct recruitment to the Inspectorate will be required for the next two years, Government consider that it is essential that the School should be maintained and the training of constables should be continued as usual. They are pleased to direct that the Inspectors' Class may however be suspended for a couple of years and the necessary reduction in the staff effected so as not to exceed a total expenditure of Rs. 7,000 per annum on the School.

District Reserves.—In concurrence with the Inspector-General of Police, the Committee also recommend that the District Police Reserve, with the exception of 108 constables detailed for orderly duties in the districts may be abolished. They would also abolish 3 Sub-Inspectors in each district, in charge of this reserve, although the Inspector-General of Police recommends their retention in order to provide some temporary assistance to the clerical establishments in the District Police Offices, which are at present insufficiently staffed.

Exclusive of the Sub-Inspectors, who are proposed to be retained by the Inspector-General of Police, the District Police Reserve, consists of 58 Sergeants and 413 constables, representing roughly tabout 10 per cent of the total Police force allocated to the districts. This reserve is now employed by the Deputy Commissioners of Districts on all occasions requiring extra police assistance. The Inspector-General of Police recommends the abolition of the District Reserve, as such a measure has been adopted in the Madras Presidency and all demands for extra police assistance from the Deputy Commissioners whenever required can be met from the Provincial Special Reserve located under his control in Bangalore. It is understood that although the District Reserves have been abolished in Madras, a

sufficient number of constables has been armed so as to constitute an emergency reserve.

The Provincial Special Reserve was constituted in 1889 to meet occasions of emergency requiring the prevention of organised crime and for quelling any extraordinary disturbances threatening the public peace. Orders of Government issued, regarding the constitution and functions of this force, from time to time, indicate that this reserve should be composed of a large number of military pensioners and be kept distinct from the ordinary police so that it might be readily mobilised for duty during apprehended outbreaks of violence. It is however understood that in order to provide sufficient employment for this force, the scope of their duties has been widened so as to include a part of the duties of the regular police.

As no Emergency Reserve will be retained under the control of the Deputy Commissioners if the District Reserve is done away with, Government are not in favour of abolishing the District Reserves as proposed by the Committee. They are however of opinion that it will be possible to reduce the strength of this Reserve as well as that of the Provincial Special Reserve, if a small armed emergency reserve is constituted out of a portion of the District Reserve and placed under the control of the Deputy Commissioners in the Districts. The Inspector-General of Police will submit detailed recommendations to Government in regard to the strength and equipment of the Emergency Reserve referred to in this Order.

Assistant Superintendents of Police.—The Committee recommend that the Assistant Superintendents of Police at Sagar and Davangere may be abolished. They also propose the abolition of the Assistant Superintendent in charge of the Railway Police and suggest the transfer of the direct control of this force to the Office Assistant to the Inspector-General of Police. Government direct that the Assistant Superintendent of Police at Sagar may be abolished. They do not consider it advisible to do away with the Assistant Superintendent of Police at Davangere, in view of the rising importance of this town as a commercial centre.

The question of the appointment of a separate officer for the Railway Police, has been carefully considered in Government Proceedings No. J. 1952-3—Pol. 17-21-4, dated 30th September 1921. The total length of the mileage in charge of the Railway Section of the Police force is over 400 miles and the establishment consists of 4 Sub-Inspectors, 1 Head Constable, 7 Sergeants and 129 Constables. Government do not consider that the Office Assistant to the Inspector-General of Police can find time from his legitimate duties for the adequate supervision of the work of this large force distributed over the railways directly worked by the State and therefore direct that no modification in the orders of the 30th September 1921, is called for.

Kolar Gold Fields Force.—The Committee recommend that 6 Inspectors in charge of stations in the Kolar Gold Fields, may be abolished as the number of Inspectors in that area is unduly large. It is understood that the Superintendent of Police has recently

recommended at the instance of the Mining Companies, for an increase in the strength of Sub-Inspectors as well as Constables at the Gold Fields The Inspector-General will be requested to go into this whole question and submit detailed recommendations to Government.

Malnad and Ghat Stations Batta.—The Committee suggest that a sum of Rs. 5,000 may be retrenched from the provision under Malnad and Ghat Stations Batta. The Inspector-General of Police is requested to report the nature and particulars of this allotment and the amount by which it may be permanently reduced in future without affecting the efficiency of the Police force in the Malnad,

Travelling Allowances.—Government direct that the privilege of drawing travelling allowance under the ordinary rules in addition to their permanent horse allowance by officers on a pay not exceeding Rs. 75 under Note (1) to Article 575 of the Mysore Service Regulations, be withdrawn in future. The Inspector-General of Police will address Government should any increase in the permanent horse allowance be necessary in the case of officers affected by this order

MEDICAL.

Hospitals and Dispensaries at Taluk and District Headquarters.

SENIOR SURGEON'S PROPOSALS.

Government accord general approval to the scheme elaborated by the Senior Surgeon in his letter (printed as appendix). He is requested to submit definite proposals in regard to each case separately for the orders of Government.

APPENDIX.

SENIOR SURGEON'S LETTER TO GOVERNMENT.

I have the honour to state that each of the District Headquarters of Kolar, Tumkur Hassan, Chikmagalur and Chitaldrug has a hospital with provision for a certain number of male and female in-patients and also a Female Dispensary, the two institutions being removed from and working independently of each other, except for the fact that the latter is under the administrative control of the District Medical Officer as other dispensaries in the district.

2. The medical staff, attached to these District Hospitals, consists of male members, and female patients, who are naturally averse to being examined by male doctors, do not resort to these hospitals for treatment, except as out-patients and that too not to any appreciable extent.

3. The Female Dispensaries are not provided with adequate arrangements for in-door patients except a couple of rooms capable of accommodating two patients in each. They are not sufficiently furnished even to satisfy the minimum requirements of a hospital, and facilities for operation work do not at all exist. It is no wonder therefore that the District Hospital and Female Dispensaries in these District Headquarters have not been patronised by female patients to the extent they would have been had proper facilities existed therein for medical aid to women by women.

4. This was forcibly brought to my notice when I recently visited Kolar. In this town there is a Mission Hospital for women and children well equipped and officered by women. The Institution which had been temporarily closed during the war was lately reopened and on the day of my visit I saw about 20 female in-patients, Mahomedans and Hindus, undergoing treatment whereas there was only a single female patient of the beggar class undergoing treatment in the District Hospital. Similarly the Redfern Memorial Hospital at Hassan with its staff of Lady Doctors and complete equipment is attracting the major portion of the female patients of the town and suburbs.

5. With a view to enhance the usefulness of the hospitals and Female Dispensaries in the District Headquarters so that they may

be availed of by the public more largely than at present, I beg to suggest the following re-adjustments of the two institutions which are urgently called for and which could be effected at nominal cost to Government.

(1) The District Hospitals and Female Dispensaries should be located under the same roof to secure better co-ordination of work and to facilitate better supervision of the Lady Medical Officer's work in the female section by the District Medical Officer.

(2) The Lady Medical Officer will be placed in sub-charge of the Women and Children's Department (both in and out-patients) of the District Hospital and of Maternity wards, the Male in and out-patients' Departments being in sub charge of the Assistant Surgeon or Sub-Assistant Surgeon attached to the Hospital.

(3) The operation theatre with all the instruments at the District Hospital will be available to the Lady Medical Officer, who will also have the help of the District Medical Officer or any other Medical Officer or subordinate to inspire confidence for operations and to carry on the work satisfactorily.

(4) A common compounding room will be sufficient to meet the requirements of the combined institution, especially as there will be pupil compounders also posted for training.

(5) The staff which is at present found to be insufficient for the District Hospital will, when amalgamated with that of the Female Dispensary, be sufficient for the needs of the combined institution.

(6) The present contributions by the District and Municipal Boards towards the maintenance of the existing Female Dispensaries may be continued to be paid by them. The combination, which is only intended to secure administrative facilities and to develop the women and children's section and make it more useful to the public, need not alter the existing conditions as regards financial responsibilities of the State, Municipal and District Fund Agencies.

6. These changes can be easily effected without extra cost to Government as accommodation already exists in the Kolar, Tumkur, Chikmagalur and Chitaldrug District Hospitals for locating the Female Dispensaries there. Slight alterations, such as putting a door where there may now be a window, may only be required. Maternity wards to accommodate about 12 patients will have to be built within the District Hospital premises and the cost of these may well be met from the proceeds of the sale of the present Female Dispensary buildings which will not be required by this Department to the local Municipalities or other departments of Government. The Deputy Commissioners of the Districts who were consulted in the matter have all agreed with me and the concurrence of the District and Municipal Boards has also been secured in the case of Kolar and Hassan. The views of the other Boards will be obtained and submitted early. In the meanwhile I request general approval of Government in the Administrative Department to the above scheme, so that details of cost, etc., in each case may be submitted to Government in consultation with the local Boards and Public Works Authorities.

7. Even in Taluk Headquarters where separate Female Dispensaries have been, or are contemplated to be sanctioned, it seems desirable to aim at having a combined institution on the above lines as far as possible.

(G. O. No. L. 6652-61—Med. 120-21-3, dated 12th May 1922.)

Tuberculosis Sanatorium at Mysore.

SCALE OF FEES TO BE CHARGED.

Considering the cost of diet and careful nursing and treatment required in the case of Tuberculosis patients, Government agree with the Senior Surgeon in thinking that the ordinary rates of fees leviable in the said Sanatorium should be on the same scale as the one sanctioned for the Minto Ophthalmic Hospital, Bangalore, and they accordingly direct that the following scale be adopted.

Special ward.

I Class Rs. 4—per day.
II Class Rs. 2—per day.

General ward.

Annas 8 per day.

(G. O. No. L. 6944-7003—Med. 101-21-2, dated 27th May 1922.)

Medical Department.

RETRENCHMENTS EFFECTED.

Besides the proposals for the amalgamation of Medical and Sanitary Departments and for requiring the Local Bodies to pay a moiety of the charges incurred by Government towards the salaries of Sub-Assistant Surgeons in charge and the cost of Europe Medicines supplied to Local Fund Dispensaries, the Special Finance Committee has recommended the following retrenchments in the Medical Department calculated to result in a saving of about Rs. 36,000 per annum.

	Rs.
(i) Abolition of two Medical Officers, one in the Palace Medical Staff and one in the Headquarter Establishment and reduction of the cadre of Surgeons by two	12,960
(ii) Cutting out the Local and Duty Allowance of the Second Medical Officer in the Palace ...	1,200
(iii) Abolition of one Sub-Assistant Surgeon in the Palace	1,114
(iv) Withdrawal of Assistant Surgeon in charge of the Epidemic Diseases Hospital, Bangalore ...	2,880

	Rs.
(v) Abolition of Duty Allowance for sanitary work to District Medical Officers of Mysore and Bangalore	1,200
(vi) Abolition of Sex Allowance to Lady Medical Officers	7,200
(vii) Reduction in the grant of scholarships and scale of allowance of lecturers in the Medical School and the abolition of the duty allowance of officers permitted to have private practice ...	4,400
(viii) Withdrawal of the X-Ray Allowance of two Surgeons	1,200
(ix) Withdrawal of grants-in aid to the Kalasa Medical Fund, the Mission Hospital, Channapatna, Mrs. Slater's Hospital, Settihalli Dispensary (Hassan District), and the Koppa Medical Fund ...	2,900
Total ...	36,054

A reduction has already been effected in Government Order No. L. 5999-6000—Med. 113-21-1, dated 15th April 1922, in the Headquarters staff.

Action has been already taken with regard to the withdrawal of the Assistant Surgeon in charge of the Epidemic Diseases Hospital Bangalore, and abolition of Duty Allowances for sanitary work to the District Medical Officers of Bangalore and Mysore.

The grants to the Channapatna Hospital and Mrs. Slater's Hospital have been discontinued.

Sex allowances will be abolished in the case of future incumbents.

The number of scholarships to male pupils in the Medical School will be further reduced from 8 to 4. This will not however affect the present holders who will continue to draw the scholarships till the end of their courses.

The scale of fees for in-patients in the special wards will be revised.

The allowances of the Palace Medical Officers cannot be abolished for the reasons stated in para 2 of Government Order No. 9679-80—Med. 69-16-5, dated 13th July 1918.

The allowances to Lecturers in the Medical School are not capable of reduction as they have been fixed as low as possible, consistent with the efficient maintenance of the institution. None of the Duty Allowances sanctioned in Government Orders Nos. G. 11538-9—Med. 29-18-2, dated 14th December 1918, and G. 4191-9—Med. 29-18-23, dated 23rd August 1920, can be abolished as they have been given on special grounds. The X-Ray Allowance cannot also be abolished as this work is attended with extra risk.

The grants to the Koppa and Kalasa Medical Funds and to the Settihalli Dispensary will be continued pending an examination of the system under which they are utilised.

No change in the scale of fees for out-patients nor an extension of the system of charging fees is called for at present.

The question of reduction in the Palace Medical Staff is separately under consideration.

Separate orders will be passed on the recommendations of the Finance Committee relating to the amalgamation of the Medical and Sanitary Departments and the charges of the Local Fund Dispensaries.

The question of reducing the cadre of Surgeons is reserved for further examination.

The Senior Surgeon is requested to submit detailed proposals in regard to the revision of the fees for in-patients in special wards. He is requested also to examine the system under which the grants to the Koppa and the Kalasa Medical Funds are being utilised and submit a report to Government.

G. O. No. L. 7301-3—Med. 129-21-2, dated 13th June 1922.

SANITATION.

Sanitary Department.

RETRENCHMENTS EFFECTED.

Government have carefully reviewed the position both in the Medical and the Sanitary Departments and have also considered the recommendations of the Special Finance Committee in the matter and order the following arrangements in view of the restricted grant proposed to be given for sanitary work.

(i) The appointment of a whole-time Sanitary Commissioner will be abolished from the 1st July 1922, with effect from which date, the Senior Surgeon, will be *ex-officio* Sanitary Commissioner. His duties will be purely advisory and he will be the adviser to Government and to local bodies in sanitary matters.

(ii) There should be eight District Medical Officers, *viz.*, six for districts other than Bangalore and Mysore for charge of Headquarter Hospitals and District Medical work and two for Bangalore and Mysore for District Medical work and charge of the Epidemic Diseases Hospitals.

(iii) The six sanctioned places of District Sanitary Officers should be abolished, the District Sanitary work in all the eight districts being performed by Chief Sanitary Inspectors who will generally be Sub-Assistant Surgeons trained in sanitation and will work under the District Boards. These will be lent from the Medical Department, the number of Sub-Assistant Surgeons in Medical cadre being increased to the extent necessary.

(iv) The posts of Deputy Inspectors of Vaccination should be abolished. Such of them as have already received sanitary training may be appointed Chief Sanitary Inspectors as a tentative measure till competent Sub-Assistant Surgeons are found and others may be sent for training if found competent.

The control of vaccination work will rest with the Local Boards and Municipal Councils and the work of the vaccinators will be supervised by the Taluk and Municipal Sanitary Inspectors who may be given the necessary training in vaccination.

Mr. A. K. Pani, the present Sanitary Commissioner, will, from the 1st July 1922, be Director, Public Health Institute and Chemical Examiner to Government on his present grade of pay and will also have administrative control over the Vaccine Institute. He will correspond direct with the Government in all matters relating to

these two Institutions and the Sanitary Commissioner will have no control over them so long as Mr. Pani is in charge of them. Mr. Pani's appointment will count against the post of Senior Assistant Director on Rs. 400—700.

From the 1st July 1922, Mr. G. M. Dominick will revert as Assistant Director, Public Health Institute, and Assistant Chemical Examiner to Government.

The Senior Surgeon is requested to submit proposals for the absorption of Messrs. P. Parthasarathy and F. Fernandez in the Medical Department and to select the required number of Sub-Assistant Surgeons and also such of the Deputy Inspectors of Vaccination as are competent for appointment as Chief Sanitary Inspectors or are fit to undergo training and submit their names for approval. He is also requested to send up proposals for the training to be given to the selected officers in Sanitary Science to qualify them for their new duties. Until these are trained, the District Medical Officers will continue in charge of the District Sanitary Officer's duties.

Such of the Inspectors of Vaccination as are not selected for training may be appointed as Sanitary Inspectors, if qualified whenever there are vacancies. Those not qualified for appointment as Sanitary Inspectors and for whom no other vacancies are available may be retired on such gratuity or pension as may be admissible under the Mysore Service Regulations.

Separate orders will issue regarding Mr. V. L. Manker, and pending such orders he will continue as Health Officer, Shimoga District, on his present pay.

The financial effect of the arrangements ordered will eventually be as follows:—

	Rs.
(1) Net savings as indicated in the Government Order of 30th June 1921	29,456
(2) Abolition of the post of the Sanitary Commissioner...	12,000
(3) Discontinuance of the duty allowance of four Medical Officers for being in sanitary charge of the districts.	2,400
(4) Abolition of Assistant Surgeons of Epidemic Diseases Hospitals, Bangalore and Mysore	2,760
(5) Abolition of the Reserve staff of three Sanitary Inspectors and one Sub-Assistant Surgeon ..	2,640
Total ...	49,256

G. O. No. L. 7567-82—Sany. 55-21-1, dated 26th June 1922.

EDUCATION.

Public Instruction in Mysore.

GOVERNMENT REVIEW ON THE REPORT FOR 1920-21.

Education Policy.— The most important administrative event of the year, and one of far-reaching consequences for the future of education in the State, was the issue of a comprehensive Resolution dealing with the numerous problems presented by the existing condition of education and laying down the lines of its future development. Most of the important measures of the past few years aimed at creating a growing demand for education and securing an increase in the number of schools and scholars. These have been achieved in large measure, and it is felt that for fairly long time to come attention will have to be devoted mainly to effecting improvements in the organization, increasing its efficiency, and adopting measures towards the qualitate improvement of education. The most important measures of reform sanctioned in the above resolution relate to (i) the gradual conversion of Aided Primary schools in villages to Government Institutions provided with a more qualified and better paid staff, located in buildings of a more permanent nature and furnished with suitable equipment (ii) the standardisation of Middle Schools to a uniform bilingual type with an improved curriculum providing also for practical instruction (iii) the introduction of Polytechnic courses in High Schools (iv) the re-organization of Technical Education by the establishment of elementary Industrial Schools in the Taluk Headquarters and of Higher Industrial Schools at the District Headquarters, with advanced industrial training in the Chamrajendra Technical Institute (vi) complete revision and extension of the Training courses and adequate arrangements for the training of a sufficient supply of teachers (v) Improvement in the pay and prospects as well as in the qualifications of all ranks in the service and (vii) various other measures for introducing co-ordination between the several parts of the entire educational organization. The programme is one of great magnitude and it is proposed to gradually give effect to it, from the next year onwards. Another important measure given effect to during the year was the abolition of fees in Middle Schools which has diminished the fee-income by Rs. 1,13,836.

Educational Statistics.—The total number of Public Institutions working during the year was 9,698 against 10,341 in the previous year a decrease of Rs. 643. This is almost entirely accounted for by a decrease of 483 and 158 respectively in the number of aided and unaided Primary Schools.

A detailed examination of the statistics shows that the fall was among Primary Schools. The decrease was unavoidable under the present disadvantageous conditions depending as they do on unsteady voluntary effort on the part of the villagers.

The number of Anglo-Vernacular Middle Schools for boys increased from 288 to 303 and their strength from 42,501 to 50,196 an increase of 17 per cent. Similarly in the English High Schools, for boys the strength increased from 6,193 to 7,211 or by 1,018. On the other hand the number of Vernacular Middle Schools for boys decreased from 84 to 76 and for girls from 108 to 103 and their strength from 22,107 to 20,729. The number of Kannada High Schools for boys fell from 10 to 6 and those for girls from 3 to 1. These fluctuations afford evidence of the increasing demand for English education and confirms the need for the policy adopted in the recent Resolution on Education.

There was a decline of 14,537 in the total number of pupils. The percentage of boys under instruction to those of school-going age fell from 65·0 to 62·12, and that of girls from 13·85 to 13·20. The total strength of the primary schools fell by 20,426, of special institutions by 1,181 and of Vernacular Middle and High Schools by 1,406, but this was counterbalanced to some extent by an increase of 8,474 in the strength of the English Middle and High Schools.

It is also gratifying to note that there was an improvement in the average daily attendance compared with the number on the roll, the percentage of attendance being 79 against 75·1 in the previous year.

The total expenditure on education, both direct and indirect, rose from Rs 41,65,107 to Rs. 48,09,883. The expenditure from State Funds rose from Rs. 27,07,470 to Rs. 32,12,799 the increase being mostly under A.-V. Schools for Boys and Primary Schools Fund for boys and Primary Schools maintained from the Village School mostly under Anglo-Vernacular the average cost of education per head of population was Re. 0-13-6 against Re. 0-8-9 in 1917-18 an increase of over 50 per cent in three years. The increase mainly was on account of higher salaries paid to the staff.

The work of the Village School Committees is reported to have been satisfactory. This is a very encouraging feature and augurs well for the development of Elementary Education in rural areas. The list of donations received for educational purposes during the year also affords ample evidence of the popularity of contributions for educational objects.

The Inspector-General of Education has raised the question of making larger allotments for grants for educational buildings in view of the large number of local contributions received in the past. But the acceptance of these contributions in the past was not based on any definite principle such as the importance of the school or its attendance or long standing. The Board of Education has submitted certain proposals for dealing with such contributions received in the past, and in regard to the principles to be adopted for accepting contributions in the future. These proposals are under consideration.

Collegiate Education.—There were seven Collegiate High Schools in the academic year as against six in the previous year. In addition Banumiah's High School in Mysore also opened a History Section of the Entrance Class in June 1921. There was however a large decrease both in the number of candidates sent up for the Entrance Examination during the year as also in the percentage of passes. Only 748 candidates were sent up for the Entrance Examination as against 887 in the previous year and the percentage of passes fell from 47·35 to 32. The difficulty of securing suitable accommodation for candidates taking up Science as Optional Subject has been to a considerable extent solved by the construction of the Science Hall for the Bangalore Collegiate High School which has been completed.

Secondary Education—High Schools.—The total strength of the 17 High Schools for boys including that of the Entrance Classes increased from 6,193 to 7,211 or by 1,018. The total strength of the three Girls' High Schools increased from 95 to 104. The average daily attendance was very low in the Davangere Government High Schools and in Banumiah's High School where the percentage of average daily attendance to the number on the rolls was as low as 56 and 40 respectively. Out of 1,738 candidates that appeared for the S. S. L. C. Examination 777 were declared eligible for College and Public Service 522 being full passes and 255 compartmental passes. The percentage of passes was 45. All the Girls' High Schools had very encouraging results, 18 girls having passed out of 25 sent up. The percentage of passes in the Marimallappa's High School, Mysore, has been very low being between 16 and 30 per cent for the last five years. The Inspector-General of Education is requested to make enquiries as to the continued efficiency of this institution and submit a report to Government.

Middle Schools.—The total number of Middle Schools during 1920-21 was 379 comprising 26 Kannada Middle Schools with 4,956 pupils, 4 Panchama Middle Schools with 204 pupils, 1 Telugu Middle School with 126 pupils, 45 Hindustani Middle Schools with 4,087 pupils, 2 European Middle Schools with 170 pupils, 8 Anglo-Hindustani Schools with 1,363 pupils, 11 Anglo-Tamil Schools with 1,939 pupils, 149 Anglo-Kannada Schools with a strength of 31,692 pupils. The largest increase in strength during the year was in the Anglo-Kannada Schools, their increase being from 26,754 to 31,692.

Out of 3,645 candidates who appeared for the English Lower Secondary Examination, the number that passed was 2,247 or 62 per cent. Of 4,573 candidates examined in the Vernacular Lower Secondary Examination, 2,315 or 51 per cent passed. In view of the Vernacular Lower Secondary Examination leading neither to higher studies nor affording a variety of openings in life to the large number of pupils that pass from year to year Government have sanctioned the conversion of Vernacular Middle Schools including Rural Anglo-Vernacular Schools to the fully developed Anglo-Vernacular type at the rate of fifty schools every year.

Primary Schools.—The number of Primary Schools decreased from 8,806 to 8,206 and their strength from 220,201 to 190,801. The

decrease was due to the fall in the number of the Aided Village Primary Schools from 5,934 to 6,075 which was only to be expected from the inherent defects of these schools, referred to in detail in the Education Memorandum. Primary education as imparted in the large number of village schools is very inefficient and with a view to improve their condition, Government have resolved to convert 250 of these schools every year into Government Institutions.

The adult or night schools have not been working satisfactorily and it has been decided to close down fifty per cent of these schools in order to direct the funds to more useful objects. Government have also sanctioned the re-organization of the courses of Middle and Primary Schools by making each a four years' course. The resolution on Education policy contemplates considerable increase in the scale of salaries of Primary School teachers by fixing their minimum pay at Rs. 20 per mensem and their minimum qualification at the Lower Secondary Examination with normal training. These improvements when brought into effect will, it is hoped, effect a rapid advance in the condition of Primary Schools.

Women's Education.—There were 748 public schools for girls with a strength of 36,857 pupils as against 765 schools with a strength of 37,256 in the previous year. The total number of girls under instruction including those attending boys' schools was 55,898 as against 58,664 in the previous year.

The Entrance Classes of the Maharani's College continued to be under the control and management of the University. The strength of the three English High Schools for girls increased from 95 to 104. There was however a slight decrease in the number of girls both in the Anglo-Vernacular and Vernacular Middle Schools. While the number of High and Anglo-Vernacular Schools continued to be the same as in the previous year, the number of Kannada Middle and Primary Schools decreased from 81 to 74 and 616 to 594 respectively. The efficiency of all the Institutions, however, increased and the expenditure on Women's Education also rose from Rs. 4,53,407 to Rs. 6,12,712. The chief item contributing to this increase was the improvement of the salary of the staff by the grant of high price allowances. The results of the public examinations were very satisfactory. In the Secondary School Leaving Certificate Examination 18 passed out of 25 examined; in the English Lower Secondary 60 out of 83 and in the Vernacular Lower Secondary 219 out of 418.

Training Institutions.—In the eight Training Schools for men and the three of women there were in all 452 men and 43 women under training. Of these 193 men and 38 women passed the theoretical test. The hostels attached to these Institutions continued to be popular. Thirty-three candidates appeared for the Upper Secondary Grade Preliminary Teachers' Certificate Examination of whom 62 passed; 439 appeared for the Lower Secondary of whom 256 passed including 45 women. The total output of the Training Institutions is however utterly inadequate to meet the needs of the department. The present training course of one year is also too short to impart to the

teachers the necessary grounding in the subjects to be taught along with the methods of teaching. Government have therefore sanctioned in their recent resolution on educational policy the opening of five more Normal Institutions and extension of the course of training to two years. The number of women under training in the Normal Schools is also wholly inadequate. The Inspector-General is requested to submit proposals for increasing the number of women under training so as to improve the efficiency of the Middle and Primary Schools for girls without much delay. The agricultural training of few months given to teachers under Normal Training not being considered a satisfactory arrangement in view of the importance that will be attached to this subject in the improved Middle Schools, Government have sanctioned the entertainment of wholetime Agricultural Instructors recruited from the Hebbal School. The Agricultural Training classes of the Training College have therefore been discontinued.

Industrial Education.—There was a noticeable fall in the strength of the Industrial Schools from 1,410 including 171 girls in the previous year to 1,181 including 130 girls. The want of correlation with the conditions of the trades, the insufficient supply of raw materials and the low rate of scholarships awarded as compared with the high wages of labour account for the fall in strength. The Government have sanctioned the transfer of all Industrial Schools to the Department of Industries and Commerce and this will be given effect to as soon as possible.

The work of the Chamarajendra Technical Institute was satisfactory. Its strength increased from 241 to 282 of whom 49 were in the Arts Section and 233 in the Industrial Section. There was however a great fall in the number of pupils in the Engineering Section from 48 to 28 probably due to the fall in demand for the trained men within the State. The class for women Industrial teachers in the Vani Vilas Institute has been closed as a measure of retrenchment. The Inspector-General of Education represents that there is a demand for re-opening the class and this will be duly considered.

The Mechanical Engineering School at Bangalore continued to be very popular. The strength remained the same as in the previous year, *viz.*, 143, of whom 61 were in the higher grade, 64 in the lower grade, one was in the Permanent Way Inspector's class and 17 were in the short term Motor Class. The results of the examinations were also satisfactory, 22 out of 35 who went up for the Final Examination having been declared successful.

Commercial Schools.—The Commercial Schools are reported to have worked satisfactorily. The strength of the Commercial school at Bangalore rose from 166 in 1919-20 to 173 in 1920 21, while the strength of the Commercial Section of the Chamarajendra Technical Institute declined from 165 to 103. The results of Public Examinations were satisfactory except in Shorthand in the Commercial High School, Bangalore, and in Shorthand and Typewriting in the Mysore School.

Scholarships.—The liberal allotment for scholarships for professional and technical studies was continued with very little change

during the year. Eighteen scholars sent out by the State were under training in Foreign countries. The subjects of study taken up by these scholars included Paper Manufacture, Pottery, Sugar-chemistry, Electrical Chemistry, Forest Chemistry, Educational Organization and Banking and Commerce. There were also 18 State scholars in the Technical Arts Institutes in Madras, Bombay and Calcutta, 23 Medical Scholars in Madras, Bombay, Poona and Delhi, 6 Veterinary scholars in Bombay, 4 Agricultural scholars in Poona and Pusa, 3 mining scholars in Sakchi and Sibpur and 6 scholars in the Tata's Institute of Science.

Education of Special Communities.—The total number of Hindustani schools for boys and girls was 868 with a strength of 31,389 as against 870 schools with 31,548 pupils in the previous year. The average strength of these schools still continues to be very low and including the pupils in the Kannada and Anglo-Kannada schools the total number of Mahomedan pupils under instruction was 30,869 boys and 10,321 girls. This represents nearly 12½ per cent of the total strength of all schools in the State. The percentage of boys and girls under instruction to the Mahomedan population of school going age taken at 15 per cent of the total population was 49·5 and 13·3 respectively. This compares very favourably with the general average for the entire population, *viz*, 62·12 per cent for boys, 13·20 per cent for girls. A proportionately large number of Mahomedan pupils are however in the lower grades. An examination of the last five years' figures in respect of the progress of Mahomedan Education shows that the total number of pupils under instruction during the several years is more or less the same with very slight variation namely about 30,000 boys and 10,000 girls. The main problem of Mahomedan Education is the encouragement of higher education. There has been a substantial improvement in this direction as regards the number of pupils attending the High School classes, the figures being 268 in 1916-17, 297 in 1917-18, 329 in 1918-19, 371, in 1919-20 and 452 in 1920-21. The numbers in the other grades however have been more or less stationary. The results of the School Secondary Leaving Certificate Examination were not satisfactory, the percentage of passes being only 29 per cent as against 31 per cent in 1919-20 and 32·80 per cent in 1918-19. It is gratifying to note that the Anglo-Hindustani schools have secured better results in 1920-21 as compared with the two preceding years, the percentage of passes from these Institutions being 89 in 1920-21, against 33 in 1919-20 and 44·4 in 1918-19, for the English Lower Secondary Examination and 57 in 1920-21 against 48 and 58 in the previous years for the Hindustani Lower Secondary Examination.

Education of the Depressed Classes.—The Panchama Boarding Schools at Mysore, Tumkur and Chikmagalur continued to work satisfactorily. Provision was made for the admission of a larger number of boarders into these Institutions. Pupils of the Depressed Classes were exempted from payment of examination fees at the Lower Secondary and S. S. L. C. Examinations. There were in all 739

schools for these classes of which 293 were Departmental, 437 Aided and 9 Unaided. The total number of pupils under instruction inclusive of those in the general schools was 17,150. The results of the public examinations were very creditable. Eight out of 10 passed the English Lower Secondary Examination and all the 22 that were examined passed the Kannada Lower Secondary Examination.

Other Activities —The Scout movement continued to be popular. Scouting was introduced during the year to nine more centres and 17 new troops were registered bringing up the total number of centres to 28 and of troops to 85, with nearly 2,000 scouts. The Scout Rally at Bowringpet was largely attended by scouts from both within and outside the State.

General.—Government are pleased to note that the work of the Department during the year was on the whole satisfactory and to record their appreciation of the manner in which the Department was administered during a period of over $3\frac{1}{2}$ years by Mr. C. R. Reddy, the late Inspector-General, who has since retired from service. He rendered invaluable assistance to Government in examining and revising the educational policy of the State. The work that now lies before the Department is the carrying out of the measures indicated in the recent Resolution. There has been some unavoidable delay in giving effect to these measures. The Resolution contemplates the withdrawal from Local Boards of the income under Local Funds general and Mohatarfa which were assigned to them as additional sources of revenue in the year 1917. The District Boards have been pleading their inability to surrender these items as they have incurred new and additional responsibilities on the strength of these additional resources. The question of effecting retrenchments of the expenditure of Local Boards so as to release the funds required for educational improvements is being further examined. The other additional resources counted upon by way of levy of Education cess by Local Boards and Municipalities have also not become available. The amendment of the Municipal Regulation so as to enable Municipalities to levy the cess is still before the Legislative Council. The amendment of the Local Boards and Village Panchayets Regulation so as to empower the District Boards to levy an Education cess has been passed, and the question of levying a cess and the rate at which it may be levied is under the consideration of the various District Boards. Unless the Local Boards and Municipalities take their share of financial responsibility for Primary Education it will in view of the present financial stringency, not be possible to give effect in any large measure to the scheme of reforms and the Government look forward to the willing co-operation and assistance of these bodies as well as of the public generally in giving effect to the liberal and progressive policy which has been announced.

G. O. No. 4012-71—Edn. 49-21-46, dated 3rd May 1922.

Amalgamation of the Civil Engineering School with the Mechanical Engineering School.

In consultation with the Committee of Management of the Mechanical Engineering School, the Inspector-General of Education has submitted the following proposals to give effect to the amalgamation of the Civil Engineering School with the Mechanical School, Bangalore.

(1) The Institution may in future be styled "The School of Engineering.

(2) The Head Master, the 1st and 3rd Assistants of the Engineering School, Mysore, who are all lent officers of the Public Works Department, may be reverted to the Public Works Department and in their place one Sub-Assistant Engineer from the Public Works Department holding a Civil Engineering degree may be temporarily appointed for a period of five years in grade Rs. 100—20—220, with a duty allowance of Rs. 75 per mensem. The 2nd Assistant Mr. B. Madhava Rao, who was appointed in the Education Department for the Engineering School and who has no lien in the Public Works Department may be continued in the combined Institution.

(3) The rest of the establishment and other charges on a reduced scale be continued.

(4) The hours of attendance and holidays may remain the same as those of the Mechanical Engineering School.

(5) The first term may be taken to commence from the first Monday in July.

(6) The other rules and regulations of the school may remain as at present.

The Government approve of the above proposals subject to the following modifications:—

(1) A writer on Rs. 30 on account of the Civil Engineering section is unnecessary.

(2) The number of lascars may also be reduced from four to two.

The net saving to Government on account of the amalgamation of the school with the Mechanical Engineering School amounts to Rs. 8,486.

The Inspector-General of Education is requested to submit proposals in consultation with the Chief Engineer for the deputation of an officer of the Sub-Assistant Engineer's grade for appointment as Civil Engineering Assistant.

G. O. No. 4429-31—Edn. 406-21-2, dated 20th May 1922.

Village Elementary Schools.

GRANT OF VACATION DURING THE HARVEST SEASON.

A representation was made in the Representative Assembly during the Dasara Session of 1920 that the Village Elementary Schools which are mostly of the single teacher type practically remain closed whenever the teacher goes on leave and that as this is very prejudicial to the development of education in rural areas, satisfactory arrangements should be made to appoint substitutes in such vacancies.

The Inspector-General of Education who was consulted in the matter is of opinion that the grant of vacation to Village Elementary Schools would give the teachers an annual holiday when they can attend to their private affairs and thus minimise the necessity for their taking privilege leave at other times of the year especially as any leave they could get would be on half pay and that the delegation of powers to the District Inspectors to appoint substitutes would also help the prompt appointment of substitutes for teachers going on leave. He has accordingly recommended that (i) an annual vacation of six weeks or at least a month may be given to all Village Elementary Schools during the harvest season, and (ii) that the District Inspectors may be empowered to make acting appointments up to Rs. 20 in addition to the power they now have of granting leave.

Government agree with the Inspector-General of Education and approve of his proposals subject to the condition that the pay of the substitutes should not exceed the balance available out of the absentee's pay after defraying the latter's leave allowances The period of the vacation may for the present be fixed at one month.

G. O. No. 4580-2—Edn. 54—21, dated 31st May 1922.

Hostels.

RULES FOR THEIR RECOGNITION FOR PURPOSES OF GRANT-IN-AID.

The Inspector-General of Education has submitted a set of rules to regulate the recognition of hostels for purposes of grants-in-aid from Government. In this connection the Government have also considered a representation made at the Representative Assembly that the appointment of Educational supervisors for hostels need not be insisted on, on the ground mainly that the cost on account of such appointments has to be met from the Government grant, thereby reducing the financial benefit which the hostels would otherwise have received. This objection does not however apply to the rules now proposed since the full cost of educational supervision subject to a maximum is to be borne by Government and the grant on this account is in addition to the maintenance grant admissible to the institutions for other items of expenditure.

The draft rules were published in the *Mysore Gazette* for general information and have been further revised with reference to suggestions received by Government from persons interested in Education.

The rules as now revised and adopted are appended to this order and will come into force from the official year 1922-23.

APPENDIX.

RULES REGARDING GRANTS-IN-AID TO HOSTELS.

I. The Inspector-General of Education shall have power to sanction grants to hostels. Before approving any grant he should satisfy himself as to the financial stability of the hostel.

II. Grants will be given subject to the following conditions:—

(*a*) The institutions shall be subject to Departmental supervision and all regulations issued by the Department for enforcing discipline, etc., among the students should be complied with.

(*b*) The management should undertake to abide not only by the Rules current at the time of recognition, but also such rules as may be subsequently prescribed.

(*c*) Students should not be lodged two by two in each room. As a rule, every room should accommodate three or more boarders. Wherever possible, students of the same grade of education may be grouped together.

(*d*) A duly qualified Educational Supervisor should be appointed with the approval of the Department.

(*e*) A hostel which has a strength of less than 15 boarders is not as a rule entitled to any grant. The Inspector-General of Education may however fix a lower minimum for hostels intended for educationally backward communities or situated in localities backward in education.

III. Applications for aid should be sent in the prescribed form to the Circle Inspector of Education. All such applications should be sent at least three months before the date from which grant is sought for with all the details regarding organisation and expenditure.

IV. The approval granted to the opening of a new institution shall lapse unless the institution is started within two months of the date of notice of such approval to the applicant.

V. In the event of refusal by the Inspector-General of Education to sanction a grant an appeal shall lie to Government.

VI. When any hostel has ceased to fulfil the conditions of aid, the Inspector-General of Education shall withdraw the grant from such institution.

VII. A hostel from which the grant is withdrawn as mentioned above shall not be restored to that privilege until it has been certified by the Circle Inspector of Education that the defects have been remedied and that in all other respects the hostel fulfils the necessary conditions.

VIII. In hostels aided by the Department only students studying in Government or aided institutions should be admitted as boarders.

IX. Hostels should never be allowed to do duty for hotels, by admitting persons other than students as boarders; provided however,

that parents and guardians visiting boarders may be allowed to stay for a short time, such stay exceeding three days being subject to the permission of the Warden. Subject to the previous permission of the Warden or Manager, guests may also be admitted for not exceeding three days; but such guests should pay for their boarding 50 per cent more than the student boarders.

B. Educational Supervisors.

X. (i) The Supervisor should look after the studies and work of the boarders for 2 hours every day except on sundays and should also visit the hostel for a short time in the evenings.

(ii) He should also organise games and pastimes of a healthy character among the boarders,

(iii) He shall also look to the discipline of the boarders and report cases of indiscipline to the management, to the Head of the school where the boy is studying and also when necessary to the Circle Inspector.

(iv) Generally a teacher of the local Government school with sufficient qualifications should be selected as Educational Supervisor. A Scout with the above qualifications is preferable.

(v) Three months before the close of each official year, proposals for appointing a new Supervisor or for renewing the appointment of the existing one should be sent up to the Circle Inspector concerned, who shall thereupon obtain the orders of the Inspector-General.

C. Grants-in-aid.

1. Subject to the foregoing conditions, grants will be sanctioned for the purposes and at the rates mentioned below, due regard being had to the need for the hostel and to the funds available:—

1 Supervision.—The full cost of educational supervision not exceeding Rs. 20 per mensem.

2. Establishment.—One-half of the pay of the Warden not exceeding Rs. 10 per mensem.

3. Equipment.—One-third of the cost of articles of furniture and equipment of hostels approved by the Department.

4. Construction or purchase of buildings.—Half the estimated cost under the following conditions:—

(i) Plans and estimates of the buildings proposed to be constructed should have been previously approved by the Department.

(ii) In case, the building whether wholly or partly is at any time diverted for any purpose not approved by the Department, the Department shall have the right of claiming a refund of its grants or of purchasing the building at a fair valuation to be determined by a committee composed of a representative of the private agency concerned, the Public Works Department and the Education Department after deducting 50 per cent of such valuation or an amount equal in ratio to what the grant bore to the (original) estimated cost of the buildings on which the grant was given.

Note.—The Government contribution towards the cost of the building will be subject to a maximum of Rs. 25,000.

5. *Annual maintenance of buildings.*—In respect of buildings which are owned by the management an annual grant not exceeding Rs. 100 per year for repairs.

6. *Rent for buildings.*—One-half of the reasonable rent in the case of hostels located in private buildings as determined by the Education Department such grant not exceeding Rs. 2 per boarder per mensem.

II. Grants will, as a rule, be current for a period of three years, but they are liable to be withdrawn or reduced at any time if the hostels are not working satisfactorily.

III. In the case of hostels attached to Training Institutions and hostels intended for girls and pupils of the Depressed Classes, the grant may be increased up to the full cost of establishment and rent.

G. O. No. 4566-8—Edn. 268-20-8, dated 1st June 1922.

The Mysore University.

INCOME DERIVED FOR EDUCATIONAL PURPOSES EXEMPTED FROM INCOME-TAX.

Government direct that income derived by the Mysore University solely for educational purposes be exempted from Income-tax under Section 3 (2) (i) and (ii) of the Mysore Income-tax Regulation, and officers paying interest on securities held by the Mysore University shall not at the time of such payment deduct income-tax, therefrom.

No certificate under Rule 1 of the Income-tax Rules will therefore be necessary in such cases in future. In respect of other income, if any, derived by the University from private sources, the certificate prescribed in Rule 1 of the Income-tax Rules will be necessary.

G. O. No. R. 6903-5—I. T. 37-21-4, dated 8th June 1922.

Scholarships for women.

REVISED SCALE.

While passing orders on the proposals of the Special Committee regarding the systematisation of scholarships in the State Government reserved for further consideration the question of revising the scheme of scholarships for women. The recommendations made by the Special Committee were :—

(1) That all scholarships in the Primary and Kannada Lower Secondary grades be abolished except those meant for depressed classes.

(2) That girls' scholarships be made tenable by girls studying in boys' schools also and that scholarships should not be attached to particular institutions but to grades of education.

(3) That the term "Widows' Scholarships" be omitted and that the funds now given in this behalf be merged in the general scheme of stipends for girls' education to which widows too would be eligible.

(4) That the allotment to the Maharani's High School be cut down by a third and the balance merged in the general fund for Girls' stipends.

In view of the large number of primary schools that have been opened, their strength, the inexpensiveness of education of this grade not involving a migration of the pupils from their homes, Government agree with the recommendation of the Special Committee that no scholarships need be given in the Primary classes.

As regards scholarships tenable in Secondary schools the lines on which Secondary education of women has developed in the past and the needs of the future have to be carefully considered. Owing largely to social causes, the beginnings of Secondary education for women in the State could be made only in Cities and for a long time, the Maharani's school in Mysore was almost the only institution for the Secondary education of women. Till 1914 therefore scholarships for women were almost entirely restricted to that institution. As facilities for women's education increased in the other headquarter towns, the demand for scholarships outside Mysore City was keenly felt and accordingly in 1918, Government sanctioned a scheme of Women's Scholarships tenable in the Middle and High Schools at the headquarters of all the districts. In further pursuance of the policy of encouraging women's education outside the Cities of Bangalore and Mysore, Government consider that a larger number of scholarships should be reserved for promoting higher education among women in the mofussil.

The Government are accordingly pleased to revise the scheme of women's scholarships as indicated below with effect from the next academical year.

		No	Rate
(i) High School Classes.			Rs.
Mofussal pupils (reading in Bangalore and Mysore Cities	VI Form	18	12 per mensum
	V ,,	18	10 ,,
	IV ,,	18	8 ,,
Pupils from Bangalore and Mysore Districts	VI ,,	7	10 ,,
	V ,,	7	8 ,,
	IV ,,	7	6 ,,
(ii) A. V. Classes			
Mofussil pupils	III ,,	30	5 ,,
	II ,,	30	4 ,,
	I ,,	35	3 ,,
Bangalore and Mysore Cities ..	III ,,	10	5 ,,
	II ,,	10	4 ,,
	I ,,	10	3 ,,
(iii) Vernacular IV & V Classes ...	.....	150	2 ,,
(iv) Vernacular VI & VII & Pandit Classes	.....	10	12 ,,

All the scholarships will be on a provincial scale and will be awarded also to women reading in boys' institutions. Lapses occurring in the scholarships meant for mofussil pupils may be made available to women of the Bangalore and Mysore Cities in the corresponding grade, the rates being suitably reduced. The Vernacular Lower Secondary Scholarships will be tenable in Hindustani Girls' Schools also.

A lumpsum of Rs. 1,000 per annum will be placed at the disposal of the Inspector-General of Education for awarding scholarships to women in deserving and special cases whom the foregoing scheme may not benefit.

The scholarships now given for widow pupils will be given as vocational scholarships for adult women at a cost not exceeding Rs. 2,000. The Inspector-General of Education is requested to submit separate proposals in this matter for the orders of Government.

The two special scholarships of Rs. 30 each per mensem tenable in the University for women who bind themselves to serve in the Education Department will be abolished as it is reported that there is no real necessity for the award of such scholarships and that it is difficult to enforce the contracts. The scale of the remaining scholarships for women in the University now costing Rs. 4,680 will be revised and the allotment for this purpose fixed at Rs. 5,000 per annum. The Registrar, Mysore University, is requested to submit detailed proposals of the University Council in the matter.

G.O. No. 4634-37—Edn. 431-21-1, dated 16th June 1922.

Parent-Teacher Association.

RULES.

With a view to bring about close association between teacher and parent of pupils who are interested in the efficient management of the school, the Board of Education have considered the starting of Parent-Teacher Association desirable and have accordingly proposed a set of rules in this behalf. The Inspector-General of Education while approving of the rules has suggested certain alterations therein.

Government approve of the rules with the modifications suggested by the Inspector-General of Education. The rules as approved are appended to this order.

APPENDIX B.

RULES RELATING TO THE PARENT-TEACHER ASSOCIATION.

1. Parent-Teacher Associations may be started with the sanction of the District Inspector of Education or the Inspectress of Girls' Schools in connection with any Elementary or Middle School.

2. Such sanction may be given on the joint application of the Head Master or Head Mistress of the School and of not less than 15 members from among the parents or guardians of the pupils or others interested in the institution offering to become members.

3. The Head Master or the Head Mistress shall be the Secretary of the Association, the President, the Treasurer and other members of the Managing Committee, being elected by each association according to its own bye-laws.

4. There shall be an annual meeting of a Parents' Day which may as far as possible be fixed on the anniversary of the opening of the school or other memorable event in connection with the institution.

5. The following programme is suggested for adoption during the ordinary meetings of the Asssociation:—

(i) Discussion regarding the progress and activities of the school, conduct of the pupils, etc.

(ii) Talks on matters of educational interest and social welfare of the community as a whole.

(iii) Requirements of the institution and improvements to be effected, the steps to be taken therefor and co-operation of the parents in such matters.

The following are instances of such requirements and improvements:—

(*a*) The provision of a playground and materials for sports.

(*b*) The formation of a school garden, the acquisition of a site, the purchase of tools, seeds and manure and provision for necessary items of expenditure connected therewith.

(*c*) The establishment of a school public library so that the institution may serve as a centre of enlightenment to the community.

(*d*) The construction of suitable buildings for the school and quarters for the school master where such facilities do not already exist.

(*e*) The supply of furniture and equipment to the school with the aid of grants sanctioned by Government. (The help that may be expected from Government would meet only minimum requirements. Considerable additions to library and equipment would be possible by securing gifts of such articles from well-to-do persons who are interested in the institution.)

(*f*) The formation of a school museum comprising specimens of the best school work and industrial and agricultural products, etc.

(*g*) The provision of scholarships and the free suppply of books and slates to the needy, etc.

(*h*) Social gatherings, entertainments by school children, games and sports, etc.

6. On the Parents' Day there may be in addition to the above items the reading of the annual report of the school, followed by a prize distribution.

7. A small monthly or annual subscription may be levied according to the circumstances of the locality.

8. Suitable grants as funds permit may be made by the Education Department in recognition of good work done by the Association after one year's working.

9. In recognition of the services of the Secretary, it is open to the Association to grant him any allowance out of its funds the Committee thinks fit, subject to the approval of the Department.

10. It shall be open to the Inspector-General of Education to withdraw recognition of such associations.

11. A report on the working of the Associations should be submitted to the District Inspector once a quarter.

The Education Department.

RETRENCHMENTS ORDERED.

I

Government observe that the reductions in respect of items included in Statement *A have been agreed to by the Inspector-General of Education who has, however, pointed out the need for appropriating a sum of Rs. 1,66,000 out of the proposed savings towards the progressive development of the ordinary activities of the Department under the following heads;—

Rs.

(1) 25,000, for improvement of Science Classes in Tumkur and other Collegiate High Schools to admit of more students.
(2) 10,000, as grants for loss of income from scholarship holders and free students in Aided Schools.
(3) 30,000, building grants to hostels under the new rules.
(4) 13,000, towards increase of fees to examiners.
(5) 25,000, for polytechnic scheme in some A.-V. Schools.
(6) 10,000, for scholarships to private candidates in Lower Secondary Training Classes.
(7) 18,000, for extra boarding and clothing charges of Panchama Schools.
(8) 35,000, for other minor items.

The net saving in expenditure as recommended by the Inspector-General of Education is Rs. 3,59,000, but the Committee are opposed to all proposals involving additional expenditure, even if they could be financed from savings effected by curtailing other departmental activities, as they consider that all reductions should be utilised for squaring the budget.

Government are of opinion that it is not possible to restrict all development in the normal activities of the Department and do not consider it feasible to veto every proposal for additional expenditure arising chiefly from the inevitable expansion of its work.

The recommendations of the Committee and the proposals of the Inspector-General of Education for increased grants for items detailed above have both been carefully considered in fixing the budget grant for 1922-23 at Rs. 35,50,000 resulting in a savings of Rs. 3,87,950 as compared with the appropriations for expenditure on Education in 1921-22. In regard to one of the grants proposed by the Inspector-General and provisionally included in the budget, *viz.*, Rs. 10,000 for scholarships to private students in Upper Secondary Training Classes, the question may be further examined and a report submitted to Government before any expenditure is actually incurred.

The recommendations embodied in Statement B* relate to the organization of the Department and reopen the whole question of Educational Policy which has been fully elaborated in the orders on the Memorandum in Government Order No. 11180-250—Edn. 498-20-1, dated 25th May 1921. They may be considered seriatum.

(i) The Committee suggest that the Circle Inspectors may be abolished as they are of opinion that the work of the Department can be managed by the Inspector-General with the assistance of one Deputy at Headquarters. In their orders on the Memorandum, Government observed that the appointment of the Deputy Inspector-General, created in 1916 with a view to provide adequate relief to the Inspector-General in connection with the large volume of work relating to Primary and Middle Schools, had failed of its object and this high officer had in practice been reduced to attend to the duties of an Office Assistant. As the duties assigned to the Inspector-General could be more appropriately discharged by the Circle Inspectors, it was decided that this appointment should be abolished and an addition made to the strength of the higher Inspectorate. However in view of the need for economy Government consider that one of three superior appointments of the Department (Deputy Inspector-General and two Circle Inspectors) may be retrenched. As regards the question of distributing the functions between the remaining two officers, separate orders will issue on receipt of proposals from the Inspector-General.

(ii) The Committee recommend that the appointments of Office Assistant to the two Circle and District Inspectors may be abolished. The Inspector-General concurs in the recommendation, but suggests that the Assistant Inspectors who are now employed on this duty may be utilised to strengthen the number of the subordinate Inspectors which is now inadequate. Government direct that the Office Assistants may be abolished and the questions regarding the need for strengthening the clerical establishments of Circle and District Inspectors as well as the necessity for an increase in the Range charges of Assistant Inspectors be examined separately.

(iii) Government cannot accept the recommendation to abolish the Inspectress of Schools. Nor do they consider it feasible to reduce the number of the District Inspectors of Hindustani Schools as suggested by the Committee. A reduction in the number of these Inspectors would result in a set back in the progress of Mahommedan Education.

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* Omitted here.

(iv) Separate orders have been passed in regard to the transfer of Industrial Schools to the control of the Director of Industries and Commerce.

(v) No orders are necessary on the recommendations of the Committee in regard to the Educational Library and Museum as the Inspector-General has already taken action with a view to disband the staff of the Museum and to reduce the strength of the establishment in charge of the Library.

(vi) As no details are given in regard to the reduction of Rs. 2,700 proposed under "Clerical Staff and Contingencies" the Inspector-General is requested to examine the expenditure under this head carefully and submit his recommendations to Government.

The savings resulting from the recommendations of the Committee in Statement B accepted by Government are Rs. 15,252 as follows :—

	Rs.
Retrenchment due to the abolition of the superior appointments	6,880
Abolition of Office Assistants	7,664
Educational Museum	708
Total ...	15,252

The total reduction in expenditure under Education approved by Government is Rs. 3,87,950 plus Rs. 15,252 or Rs. 4,03,202 as against Rs. 5,85,000 recommended by the Committee.

G.O. No. 4800-50—Edn. 414-21, dated 26th June 1922.

II.

With a view to effect economies in the budget of expenditure of the Education Department, the Inspector-General of Education has proposed that:—

(i) the post of three Relieving Teachers in grade Rs. 57—4—77 and five junior Commercial Instructors in grade Rs. 55 in the High Schools of Tumkur, Shimoga, Chikmagalur, Hassan and Channapatna may be abolished with effect from 1st July 1922; and

(ii) the Manual Instruction or Sloyd classes may also be abolished with effect from 1st July 1922.

Government approve of the foregoing proposals which are expected to effect a savings of Rs. 15,132 per annum.

G.O. No. 4925-7—Edn. 134-21-41, dated 30th June 1922.

INDUSTRIES AND COMMERCE.

Industrial Schools.

TRANSFER OF THEIR CONTROL TO THE DIRECTOR OF INDUSTRIES.

The institutions maintained by Government for imparting Technical and Industrial Education in the State are :—

(*a*) The Mechanical Engineering School, Bangalore,

(*b*) The Chamarajendra Technical Institute, Mysore,

(*c*) Four District Industrial Schools at Hassan, Chitaldrug, Chikmagalur and Shimoga,

(*d*) Three Taluk Industrial Schools at Channapatna, Hole-Narsipur and Sagar, and

(*e*) Three Weaving Schools at Dodballapur, Chiknayakanhalli and Molakalmuru.

There are in addition, a few grant-in-aid schools the most important of which are the Missionary Institutions at Kolar and Tumkur.

Orders have already been passed in Proceedings No. 4429-31—Edn. 406-21-2, dated the 20th May 1922, amalgamating the Civil Engineering Section of the Chamrajendra Technical Institute with the Mechanical Engineering School. The combined institutions will continue under the control of the Education Department

In paragraph 37 of their orders on the Education Memorandum (No. 11180-50—Edn. 498-20-1, dated 25th May 1921), Government have directed that all the institutions referred to above with the exception of the Engineering School should be transferred to the control of the Industries and Commerce Department. The Special Finance Committee, however, have recommended that the control of Industrial Education in the State may remain with the Inspector-General of Education as at present, but the Committee have not adduced any grounds in support of their recommendation and as it is proposed to transfer only the present allotments to the Industries and Commerce Department and not to increase the expenditure, it is clear that the proposal of the Finance Committee would not result in any reduction of expenditure. This question has been carefully considered by Government when passing orders on the Education Memorandum and they see no reasons for changing the policy laid down therein. They are now pleased to direct that the transfer of control be given effect to from 1st July 1922.

The allotments now made in the Education Budget in respect of Industrial Education will be included in future in the Budget of the Industries and Commerce Department.

The lines on which Industrial Education in the State should be developed in the future have been laid down in paragraphs 35 to 38 of the order of the 25th May 1921. Though some of the measures sanctioned therein, such as the opening of new Industrial Schools have to wait the provision of funds for the purpose, the improvement of the existing institutions on the lines indicated below need not be further delayed, and the Director of Industries and Commerce is requested to take all necessary action in this behalf.—

(i) the revision of the courses in the several grades of Industrial Schools with a view to correlate them;

(ii) the revision of the persent system of scholarships;

(iii) the conversion of certain of the present Industrial Schools to Trades Schools, *e.g.*, those at Sagar, Channapatna Dodballapur;

(iv) the provision of work—deposits for the purchase of raw materials, the institutions being allowed to recoup the working capital out of sale proceeds of the finished articles;

(v) better arrangements for the supply of raw materials and the sale of the finished articles so as to minimise the locking up of work-deposits for a length of time;

(vi) the examination and revision of the present system of accounts.

There is at present considerable overlapping in the arrangements made for practical training in the different institutions already under the Industries and Commerce Department, such as, the Central Industrial Workshop, the Art Workshop, the Government Weaving Factory and in the Industrial Schools in the State. The Director is requested to take steps to properly co-ordinate the instruction given in the various institutions now placed under his control.

The Special Finance Committe have recommended that such of the Industrial Schools as are very inefficient may be closed for the present. The Director of Industries and Commerce is of opinion that the Industrial Schools at Chiknayakanhalli, Molakalmuru and Hole-Narsipur may be abolished. Government agree with this opinion and direct that these three schools be closed and that the savings effected thereby be utilised for the improvement of the other schools.

The Chamarajendra Technical Institute will be under the direct control of the Director of Industries and Commerce. As regards the supervision and inspection of the other Industrial Schools, the Director is requested to submit definite proposals for orders of Government.

The Director of Industries and Commerce is requested to afford all the necessary facilities to the Inspector-Genral of Education for training teachers in connection with the introduction of polytechnic courses in High Schools and practical instruction in Middle Schools in the institutions under the administrative control of the Industries and Commerce Department.

G. O. No. 4666-80—Edn. 121-21-60, dated 20th June 1922.

PUBLIC WORKS.

The State Public Works Department.

REVIEW ON THE ADMINISTRATION REPORT FOR 1920-21.

Total grant and outlay.—The year's grant from all sources amounted to Rs. 66,47,874 against which an outlay of Rs. 66,19,351 was incurred, thus showing a lapse of Rs. 28,523. Including a sum of Rs. 2,75,787 received under contribution, the total outlay was Rs. 68,95 138, against Rs. 65,84,928 in the previous year.

State Funds.—The aggregate grant under the head stood at Rs. 54,69,899 against which the recorded outlay amounted to Rs. 56,73,460. The excesses under the total outlay and the outlay under State grants are attributed in the main to the proportionate establishment charges working out to a larger amount.

Krishnarajasagara works.—The expenditure on original works under this head including the reservoir, channels and sugar-cane development was Rs. 12,17,774. There was substantial progress made in the construction of the Dam.

Irrigation.—The expenditure under this head on original works in charge of Public Works Officers was Rs. 3,24,355. Under this head only three items appear to have made some progress, *viz.*, the construction of a new tank across the Vadli stream, Hunsur Taluk, the improvement to the Deepambudi tank, Kunigal Taluk and the diversion of the floods of the Krishnambudi stream, Hiriyur Taluk. Of the expenditure on channels the largest amounts were spent on the anicut across the Bhrigu river, Mysore District, and that across the river Bhadra at Gopala, Shimoga District. The progress of work during the year relating to the new tank at Bavanahalli, Chiknayakanhalli Taluk, and the restoration of Aiyankere tank and channels in Kadur Taluk referred to in the review of the report for 1919-20, is not given, an omission which ought not to have occurred.

Civil buildings.—The expenditure on buildings was Rs. 13,23,276 against a grant of Rs. 10,85,000. The reason for this excess is not explained.

The more important works that were in progress were the following :—

(1) Constructing an additional building for the Public Offices, Bangalore ;

(2) Additional building to the District Offices, Bangalore ;

(3) The New Collegiate High School at Mysore ;

(4) The Out-patients' dispensary at the Victoria Hospital, Bangalore ;

(5) Subsidiary buildings to the Krishnarajendra Hospital, Mysore ;

(6) New Office block to the Palace at Mysore; and

(7) The New Mansion near the Lalitadri Hill at Mysore.

Communications.—The amount spent on original works exceeded the grant by Rs. 33,306 but that spent on repairs fell short of the grant by Rs. 27,412. The more important roads which received attention were the Chamundi Hill road, the new road from Hole-Narsipur to Channarayapatna, the Balehonnur-Magundi-Balur road and the Tarikere-Mangalore road by the side of the Narasimharaja-pura Tramway.

Miscellaneous.—Among miscellaneous improvements, the following items of works are noted, *viz.*, the sanitary improvements to Shimoga Town, electrifying the Pumping Plant of the Chamarajendra Water Works, Bangalore, the installation of an additional filter unit at the Combined Jewel Filters, Bangalore, and improving the system of water-supply to the high level bungalows and mansions at Mysore.

The amount allowed to lapse by Executive Engineers under Irrigation Cess Fund is reported to be Rs. 41,537. This is, an usual, attributed to the presence of water in the tanks, which did not admit of work being proceeded with. It has not been explained whether sufficient precautionary measures were adopted in time to avoid such lapses as observed in the review on the last year's report.

Establishment.—The establishment charges amounted to Rs. 12,60,278 and the proportion of establishment charges to the total expenditure during the year was 23·4 against 23·3 in the previous year.

General.—There has been a lapse of Rs. 1,73,369 under the District Funds and it is attributed to the scarcity of labour, dearth of contractors, and demand of increased rates. The explanation is not altogether satisfactory. Government have reason to believe that sufficient attention is not paid by Executive Engineers to the timely repairs and improvement of District Fund Roads, some of which are known to be in a vary bad condition. Government will be glad if the Chief Engineer will take special steps in the coming year to ensure that the allotment made by the District Boards for the repairs of roads are fully utilised.

Serious breaches are reported to have occurred to the Kattepur, Chikdevarayasagar, Rajaparameswari and Ramaswami channels, as well as to the Krishnarajasagara Right Bank Low Level Canal. They were promptly closed up, thereby avoiding heavy damage to crops.

The plans and estimates for the High Level Canal from the Krishnarajasagara Dam were almost completed, and the projects for extending irrigation under the Vani-Vilas Sagara and for the construction of a Reservoir at Anjanapur in the Shimoga District were under investigation.

The question of the revision of the Public Works Schedule of Rates which is reported to be still pending disposal should be settled without further delay. Action is overdue in this respect as the report

under review is full of explanations that the progress of several works was retarded owing to failure of contractors who demanded higher rates.

The administrations of the Public Works Department leaves much room for improvement in many directions. A scheme for the reorganization of the department has been under the active consideration of Government for sometime and orders thereon will be passed at an early date.

G. O. No. M. 4932-5—G. M. 80-21-5, dated 2nd May 1922.

MINES.

Department of Mines.

ABOLITION OF THE EXPLOSIVES BRANCH.

The appointment of Inspector of Explosives was first created in 1900 in Government Notification No. 112--G., dated 5th October 1900 under which the State Geologist, Dr. Smeeth, was appointed Chief Inspector of Explosives in Mysore in addition to his own duties. In 1905 Mr. A. T. Setlur, Assistant Geologist was appointed Inspector of Explosives to work under the Chief Inspector. When the Geological Department was reorganised in 1915, Mr. Setlur, was appointed Inspector of Explosives and Deputy Inspector of Mines. In September 1919 when the Mining Branch of the Department of Mines and Geology was separated from the Geological Branch, the Explosives Section was placed under the administrative control of the Chief Inspector of Mines in Government Order No. G. 7041-7100—Geol. 69-18-11, dated the 18th September 1919. The Inspector of Explosives was under this order divested of his duties of Deputy Inspector of Mines. In September 1920 a Probationer was appointed with a view to his being appointed as Assistant Inspector of Explosives after a period of probation for two years. After the re-organisation of the Department of Mines and Geology in 1919, the Inspector of Explosives was given a small establishment consisting of one clerk, one duffedar and three peons costing Rs. 828 per annum under Government Order No. G. 9393-7—Geol. 35-20-2, dated 15th November 1920.

The question regarding the continuance of the Explosives Branch was considered by the Special Finance Committee. The Committee recommend that the separate Explosives Section may be abolished and the work done by the Inspector of Explosives at present entrusted to the Chief Inspector of Mines and his subordinates. These proposals will result in a saving of Rs. 12,000 per annum.

After a careful consideration of the question, Government are pleased to accept the recommendation of the Special Finance Committee. The inspections required to be carried out in accordance with the provisions of the Explosives Regulation are being attended to by the District Magistrates and the magazines which were hitherto being inspected by the Inspetor of Explosives can well be looked after by the Chief Inspector of Mines, as the magazines are mostly located within the area of the Kolar Gold Fields at which the Chief Inspector of Mines has his Headquarters. The office of the Inspector of Explosives may therefore be abolished and the present officer, Mr. A. T. Setlur, retired on a compensation pension. The probationer appointed in 1920 and the office staff sanctioned to the Explosives Section will also be dealt with under Articles 292 and 301 of the Mysore Service Regulations, if they cannot be provided for otherwise.

G. O. No. I. C. 6306-66—Geol. 88-21-1, dated 27th June 1922.

LOCAL SELF-GOVERNMENT.

Vice-Presidents of Taluk Boards.

CLAIM TO TRAVELLING ALLOWANCES.

The President of the Mysore District Board has sought instructions on the following points :—

(1) Whether the station where Taluk Board Vice-Presidents actually reside may be considered as their headquarters ; and

(2) if so, whether their claim to travelling allowance is admissible for performing journeys from their place of residence,

(*a*) to the place where the Taluk Board Office is located ; and

(*b*) to other places on general inspection duty.

With reference to point (1) Government observe that the headquarters of the taluk where the office of the Taluk Board is situated should be considered as the Headquarters of the Vice-Presidents of such Boards.

As regards point (2) (*a*) it follows from the above that the Vice-Presidents are not entitled to travelling allowance for attending the office, but they are entitled to travelling allowance for attending meetings like other members.

Point (2) (*b*) relates to journeys performed by Vice-Presidents from their place of residence to other places on general inspection duty. Government have no objection to the payment of travelling allowance in this case, whether mileage in such cases should be allowed from the place of residence or from the taluk headquarters is a point within the discretion of the countersigning officer.

G. O. No. L. 6860-76—L. B. 107-21-10, dated 23rd May 1922.

Minor Municipal Councils in the Shimoga District.

REVIEW ON THEIR ADMINISTRATION REPORTS FOR 1920-21.

Constitution.—The number of Minor Municipal Councils in the Shimoga District remained the same as in the previous year, *viz.*, 9. The Amildars of Taluk Boards continued as Presidents of the Municipal Councils. All the Municipal Councils had non-official Vice-Presidents, except those of Bhadravati and Siralkoppa, where the Amildar-Presidents continued to look after the duties of the Vice-Presidents also.

Meetings and attendance.—The prescribed number of 12 meetings was not held in the four Municipalities of Bhadravati, Siralkoppa, Honnali and Kumsi. The first two did not hold the prescribed number of meetings in the previous year also. The average attendance was 7·08 against the average strength of 11 members for each Municipal Council.

Demand, collection and balance.—The total demand including arrears was Rs. 48,459, the total collection and balance being Rs. 31,730 and Rs. 16,729 respectively. Though the collection out of the current demand was 82·94 per cent; that out of arrears amounted to only 31·13 per cent. The Municipalities of Tirthahalli, Honnali and Siralkoppa are mainly responsible for this low percentage; there having been no collection under arrears of Rs. 1,510 in the first Municipality and the balances under arrears having amounted to Rs. 2,240 and Rs. 4,420, respectively, in the other two even after some collections made in them. It is hoped that due attention will be paid by the Presidents of the Municipalities concerned to improve the collection work under arrears.

Incidence of Taxation.—The incidence of taxation per head of population ranged from 7 annas per head in the Kumsi Municipality to Rs. 2-8-5 in Kallurkatte against Re. 0-8-3 in Benkipur to Rs. 2-11-1 in Honnali in the previous year. It is seen that no octroi has been levied in the Municipalities of Kumsi, Bhadravati and Siralkoppa. Necessary action should be taken by the Municipalities concerned to improve their resources in accordance with Notification No. R. 6319—Ml. 81-19-6, dated 25th November 1920.

Finance.—The income and expenditure during the year amounted to Rs. 35,026 and Rs. 43,759 against Rs. 37,797 and Rs. 31,699 of the previous year and the total expenditure exceeded the total income as a result of each of the four Municipalities of Channagiri, Honnali, Tirthahalli and Kumsi having incurred expenditure in excess of their respective income.

Public Works.—The total grant and the total outlay under Public Works carried out by the Civil Department was Rs. 7,400 and Rs. 8,179. The increase over the total grant was chiefly owing to Tirthahalli Municipality exceeding its grant by Rs. 2,171 notwithstanding lapses in almost all the remaining Municipalities. The lapse in the Siralkoppa was the highset, *viz.*, 95 per cent while no grant and consequently no expenditure has been shown against Public Works in the Nyamti Municipality. This is not clear and should have been explained. The Deputy Commissioner's reviews contain only meagre information under this head.

Vaccination.—The number of persons vaccinated was 905 against 719 in the previous year. It is, however, seen that the vaccination work was poor in the Municipalities of Bhadravati, Nyamti, and Siralkoppa, as noted in the margin, notwithstanding that vaccination was compulsory during the year in the Bhadravati and Siralkoppa.

Municipality	*Population*	*Total number vaccinated*
Bhadravati ...	3,673	51
Nyamti ...	3,040	61
Siralkoppa ...	2,230	87

Public Health, etc.—The Public Health was generally good, the total number of births and deaths being 603 and 457 against 523 and 355 for the previous year. Of the total number of deaths of 457, the mortality under "other causes" is shown as the largest, *viz.*, 236. This does not appear to be free from doubt. Better attention should be paid in future to the ascertainment of the cause of deaths.

Government note that Honnali Municipality contributed Rs. 1,000 towards the construction of a Town Hall in that town and that Tirthahalli and Honnali Municipalities have invested their surplus funds as shown below:—

Municipality	*Amount of investment*	*Where invested*
(1) Honnali ...	990	6½ per cent Mysore State Loan
(2) Tirthahalli ...	5,000	do
Do ...	1,000	Mysore State Bank.

General.—It is gratifying to note that the non-official Vice-Presidents of the marginally noted four Municipalities evinced special interest in the discharge of their honorary duties. The thanks of the Government are due to all the honorary Vice-Presidents for their co-operation.

Honnali Sorab
Nyamti Tirthahalli

G. O. No. L. 7190-1—Ml. 101-21-37, dated 31st May 1922.

Minor Municipal Councils in the Kadur District.

REVIEW ON THE ADMINISTRATION REPORTS FOR 1920-21.

Constitution.—The number of Minor Municipal Councils in the district remained the same as in the previous year, *viz.*, 6. Sringeri Municipality continued to be a non-regulation Municipality.

Meetings and attendance.—The Municipal Councils of Sivane and Ajjampura failed to meet the prescribed number of times though the omission was brought to their notice in the previous year's review. The Presidents of these Municipal Councils should arrange in future to convene the meetings of the respective Municipal Councils regularly once a month as required by the Municipal Regulation. The average attendance of members was 5·8 against 6·5 in the previous year. It is hoped that there will be some improvement in the attendance of both official and non-official members in the coming year.

Demand, collection and balance.—The total demand including arrears was Rs. 37,806 against Rs. 32,783 in the previous year. The amount collected during the year was Rs. 27,499 which represents 73 per cent of the total demand against 69 per cent in the previous year. Though there is a slight improvement in the collection work, there is still scope for a further reduction of the outstanding arrears.

Incidence of taxation.—The average incidence of taxation per head of population was Rs. 1-9-9 against Rs. 1-5-7 in the previous year. It ranged between Rs. 2-13-6 in Mudgere to Re. 0-11-7 in Ajjampura.

Finance.—The year under review opened with a balance of Rs. 46,389. The total income and expenditure of all the Municipalities amounted to Rs. 28,072 and Rs. 47,828 against Rs. 23,508 and Rs. 20,603. The abnormal increase in expenditure was due to the investment in the Government Savings Banks of the surplus funds of Kadur and Koppa Municipal Councils amounting to Rs. 15,000 and Rs. 10,000 respectively, for financing the scheme for water-supply to the respective towns. The year closed with a balance of Rs. 25,633.

Public works.—The total amount allotted for public works carried out by the Civil Department was Rs. 2,578 of which a sum of Rs. 2,446 was expended against Rs. 1,551 in the previous year. It is satisfactory to note that only 5 per cent of the total allotment was allowed to lapse during the year. No expenditure was incurred under this head in Sivane and Sringeri and no satisfactory explanation is forthcoming for the omission. It is also reported that necessary information under the head was not furnished by the President of the Mudgere Municipal Council. The attention of the Municipal Council of Mudgere and Sivane is invited to clause (i) of Section 54 of the Mysore Municipal Regulation and they are requested to take needful action in future to provide the rate-payers with necessary convenience as far as their funds permit.

Water-supply.—The question of financing the water-supply schemes to the towns of Kadur and Koppa is still under the consideration of Government.

Vaccination.—The total number of vaccinations performed during the year was 135 against 358 in the previous year. The number of successful cases was 66. These figures are disappointing. The Municipal Councils of Mudgere and Sivane did not furnish the necessary information. Such omissions should be strictly avoided in future.

General remarks.—The administration of the Municipal Councils still leaves much room for further improvement.

G. O. No. L. 7142—Ml. 101-21-36, dated 31st May 1922.

MISCELLANEOUS.

Government Gardens.

Review on the report for 1920-21.

Propagation and experimental work.—There has been much improvement in the cultivation of newly imported plants of economic and commercial value, including food and fodder plants, exotic grasses, medicinal and fibre plants.

Seed Depot.—Systematic methods have been adopted in collecting, preparing and distributing seeds for exchange. There have been fairly good sales of acclimatised and imported seeds and plants. The issues from the depot amount to 12,646 plants, 1,491 cuttings, 1,196 packets of seed and 240 lbs. of seed by weight.

Horticultural education.—The Horticultural School and the Mali classes were closed owing to financial stringency.

Entomology—Much useful work was done in this section by the Probationer and his Assistants. The opening of a new Ledger Cabinet for entomological information, the starting of an insectary for investigation and breeding of beneficial and harmful insects, and of museum cases for mounting specimens and the preparation of colored drawings of some pests are among the important items of work undertaken in this section.

Spraying work.—The spraying work staff was engaged in treating a large number of plants and trees for certain pests and diseases in the Government Gardens and also in private gardens, orchards and nurseries in the Bangalore Taluk, the most important being the work done in combating the Wooly Aphis or American Blight in apple trees which is reported to have destroyed 50 per cent of the trees in the Bangalore Taluk. Successful remedies have been found for stamping out the pest.

Fruit cultivation.—This work is reported to have received continuous attention. Among the new importations successfully experimented upon, may be mentioned a few varieties of Strawberry imported from America, the Brazil Cherry and the Arocado Pear.

Lal-Bagh.—This garden maintained the usual popularity and the buildings and gardens were kept in good condition.

Horticultural Show.—The shows were successful and popular. The income and expenditure relating thereto were Rs. 2,460 and Rs. 3,683 respectively.

Zoological collection.—The carnivorous section was abolished and the animals in it were either transferred to the Chamarajendra Zoological Gardens, Mysore, or presented to other institutions. It is proposed to keep only birds, deer and monkeys hereafter.

The Cubbon Park.—This park was maintained in good condition. Several improvements were also effected.

Kumara Park and Ballabrooie.—The control of the grounds of these buildings was transferred to the Gardens Department during the year.

The Gardens at Mysore and Seringapatam.—All the gardens in these two places were improved and maintained in an efficient condition.

Sunkal Tank Farm.—This Farm was used mainly for vegetable cultivation. Some experiments in the growth of certain varieties of plantains, Allahabad guavas, and cocoanuts were also conducted. Ten varities of maize were tried and successfully raised on the Farm. The total income of the Farm was Rs. 4,203 against a total expenditure of Rs. 14,209.

Financial position.—The actual expenditure of the Department under all heads was Rs. 1,10,291-7-4 against Rs. 1,30,906-12-6 in the previous year, while the total receipts amounted to Rs. 14,614-6-11, against Rs. 13,238-11-4 in 1919-20.

Hill Stations.—The Nandi Hill Station maintained its popularity during the year under review. The number of visitors during this year has been practically the same as in the two previous years, the figures being 851, 826 and 872, respectively. The income also shows a tendency to be steady, the receipts for 1918-19, 1919-20 and 1920-21 being Rs. 3,923, 3,084 and 3,898 respectively.

The work done by this Department on the Chamundi Hill was chiefly in connection with planting trees.

The following works of improvement mentioned in the Superintendent's report are reserved for consideration when funds can be made available :—

(1) Development of Central Fruit Nursery with trial orchards for experimental and research work.

(2) Development of the Bureau of Economic Botany and the Library.

(3) Resuscitation of the Horticultural School and Mali classes.

(4) Revival of Horticultural work in the districts.

(5) Expansion of cultivation in the Sunkal Farm and the laying of a road leading to the Farm.

(6) Improvements to the Cubbon and Kumara Parks.

(7) Suitable accommodation for a Sale Room and Seed Depot and Park Overseer's office at Mysore.

G. O. No. M. 4951-2—G. M. 72-21-4, dated 5th May 1922.

The Representative Assembly.

PERMISSION TO THE KURUBAR SANGHA TO ELECT A MEMBER.

The Government direct that the Kurubara Sangha, Bangalore, be allowed to depute a member to the Mysore Representative Assembly

under Rule 8 (*c*) of the rules relating to the constitution and conduct of business of the Representative Assembly.

G. O. No. M. 5072—R. A. 31-21-4, dated 12th May 1922.

The Representative Assembly.

PERMISSION TO THE MYSORE INAMDARS' ASSOCIATION TO ELECT A MEMBER.

Government direct that the Mysore Inamdars' Association, Bangalore, be allowed to depute a Member to the Mysore Representative Assembly under Rule 8 (*c*) of the rules relating to the constitution and conduct of business of the Representative Assembly.

G. O. No. M. 5296—R. A. 43-21-6, dated 23rd May 1922.

The Representative Assembly.

QUORUM FOR ELECTION MEETINGS.

The Government of His Highness the Maharaja direct that Rule 13 of the rules regarding the constitution and conduct of business of the Representative Assembly be modified as follows:—

The rule prohibiting a Government servant from voting for or being elected as a member of the Assembly shall apply to Municipal and Local Boards and Associations deputing a member to the Assembly. In meetings of the non-official members of those bodies held for the purpose of deputing a member to the Assembly, the quorum shall be fixed as follows:—

(i) District Boards—Six-tenths of the number of non-official members.

(ii) Municipal Councils—Three-fourths of the number of non-official members.

(iii) Associations—Twenty-five non-official members or three-fifths of the total number of non-official members whichever is less.

Notification No. M. 5819—R. A. 45-21-4, dated 17th June 1922.

Press Facilities.

REVISED ORDER.

With a view to enable the Press to obtain authentic information regarding matters of public interest dealt with in the course of official business, a Press Room was opened in the Public Offices, Bangalore, in July 1906. All information which could properly be placed at the

disposal of the Press was to be sent to this room daily, either in print or in manuscript, by the Secretaries to Government. The Press Room was furnished with a set of official and other general books of reference. The control of the room was vested in the Secretay to Government, General and Revenue Departments, who was authorised to issue cards of admission to accredited representatives of newspapers of recognised standing, on application from the proprietors.

This arrangement continued till the year 1917. In May 1917, it was decided that an effort should be made to reduce the number of papers sent to the Press Room, and the Secretary to Government, General Department, was made responsible for exercising due control in the matter of placing Government Orders and official papers at the disposal of the Press, in accordance with rules to be framed. Rules were accordingly issued in December 1917, specifying the classes of official papers that should be generally placed on the Press Table. It was also directed that the Editors of newspapers, as per list maintained, should be furnished with spare copies of official papers placed on the Press Table.

In March and April 1919, the equipment of the Press Room was improved by the supply of Blue Books and other official publications.

In May 1919, it was ordered that no spare copies of printed orders need be sent separately to individual Editors of newspapers and that Editors must make their own arrangements to take advantage of the Press Room and avail themselves of the publication of important Government Orders of every week in the Official Gazette.

In June 1919, the orders regarding the Press Room were re-issued, with a revised list of the papers to be placed at the disposal of the Press.

To enable the Press Representatives to take cuttings of lengthy orders placed on the Press Table, it was ordered in May 1920 that 6 copies of all printed Government Orders and other official papers meant for the Editors' Table may be placed in the Press Room.

The question of supplying official papers to the Editors of newspapers was reconsidered in September 1920, when it was directed that printed copies of such of the Government Orders and departmental reports as are placed at the disposal of the Press be sent to the Editors of all the newspapers named in Government Order No. 6387-93—Cash 36-20-1, dated 18th September 1920. This practice is being continued.

In September 1919, arrangements were made to supply free second class railway passes over the Mysore Railways to the representatives of a few of the principal newspapers to attend important functions on the occasion of His Highness' Birthday, the Dasara, etc. Subsequently these passes were made half-yearly in order to enable the Press Correspondents to travel about on other occasions also.

The Government have reason to believe that the arrangements now in vogue have not given general satisfaction. Complaints have been received that the Press cannot, under existing arrangements, get

authentic official information on important matters of general public interest as quickly as desirable. It is therefore considered necessary to introduce a system by which the Press might be put in possession of all important news as promptly as possible, so that there may be no excuse whatever for the publication of misleading or incorrect statements of fact. The Government are therefore pleased to direct as follows:—

(i) All important orders of public interest should be marked at the time of issue, for publication in the Official *Gazette* both in the English and Kannada editions.

(ii) The *Gazette* will be supplied and posted free to every newspaper which exchanges a copy of the paper with Government.

(iii) Once a week, *i.e.*, every Saturday, the Government Secretariat will publish by authority in the Press Room, Press Notes from each Branch summarising important orders, and giving particulars of official events, which are of general public interest.

(iv) The Press Room will be fully fitted up with all reference books and suitably furnished. The accredited representatives of newspapers of recongnised standing bearing credentials from the Editors will be granted access to the Press Room by the Chief Secretary to Government, on application.

(v) All such Press Representatives will, during the Birthday and Dasara at Mysore, and for the purpose of reporting important functions or events of public interest on other occasions, be given at the request of the Editors concerned, free railway passes to travel over the Mysore Railways. During the Birthday and Dasara, they will be given residential facilities in a Press Camp in Mysore.

(vi) The Official *Gazette* will be the medium every week of information in regard to all official matters of public interest and will be directly posted to each editor. This will avoid the necessity of supplying individual Government Orders to them at a later stage when they are printed and distributed. But copies of the State Administration Report, Departmental Annual Reports and Government Publications placed at the disposal of the Press which are not published in the Official *Gazette* will as heretofore, be posted to the Editors of the newspapers on the exchange list.

Government trust that these arrangements will give general satisfaction and will secure due and timely publicity of Government policy and measures.

G. O. No. O. 3071-9—Cash 95-21-1, dated 26th June 1922.

PART II.—Books, Pamphlets, etc., issued by Government Departments (Mysore).

Rules issued by the Chief Court for the enrolment of Candidates as Advocates and Pleaders.

In supersession of the existing rules regarding the qualifications of candidates for admission as Advocates of the Chief Court of Mysore, and as Pleaders, the Chief Court issues the following rules, which will come into force from 1st July 1922.

1. The following persons are qualified for admission as Avdocates of the Chief Court of Mysore :—

(*a*) Any person, who has been enrolled as an Advocate under the Advocates' and Pleaders' Rules, dated the 18th February 1879, and 12th December 1884.

(*b*) Any Barrister of any of the Inns of Courts of England or Ireland, or a member of the Faculty of Advocates in Scotland.

(*c*) Any Advocate, Vakil or Attorney of any of the High Courts of Judicature in British India.

(*d*) Any person enrolled as a Pleader of the first or highest grade under the Mysore Legal Practitioners' Regulation, who has practised satisfactorily and intelligently for not less than five years, provided he has passed the B. A. Examination in any Indian University.

(*e*) Any person who has obtained the degree of Master of Laws or of Bachelor of Laws or its equivalent in any Indian University and who produces evidence to the satisfaction of the Chief Court, (1) as to his character and conduct and (2) where the examination for the degree of Master of Laws or Bachelor of Laws or its equivalent does not include an examination in the Law of Practice and Procedure, that he has passed in those subjects an examination which is declared to be sufficient by the Chief Court.

NOTE.—At present the following examinations are declared to be sufficient under this Rule :—

(A) The examination in the Law of Practice and Procedure comprised in the Mysore Local Service and Pleaders' Examinations.

(B) The Madras High Court Apprentices' Examination.

Provided that if the applicant has passed a University Examination in law not lower than the B.L. or LL. B., and who has either presided as a Judge over a Civil Court or exercised the powers of a

First Class Magistrate in the Mysore State, with good reputation for a period of not less than five years, it shall not be necessary to produce a certificate referred to in 1 (*e*) (1) and (2) above.

(*f*) Any person not a practising Advocate, Vakil or Attorney of any of the High Courts of Judicature in British India, intending to apply to be admitted as an Advocate shall give one month's notice in writing to the Registrar, stating his intention, and shall also insert in the *Mysore Gazette*, a like notice for three successive weeks prior to his application.

(*g*) Every person, who desires to be enrolled as an Advocate of the Chief Court shall, when moving for enrolment, appear in person before the Chief Court.

(*h*) Every application shall be accompanied by a declaration by the applicant in writing that he is not in the service of the Government of Mysore. If an Advocate after obtaining a certificate, accepts Government service, he shall not be entitled to practise whilst in such service even if he be on leave.

II. The following persons are qualified for admission as Pleaders :—

(*a*) Any person who has been enrolled or promoted as a Pleader, first grade, under the Advocates' and Pleaders' Rules, dated the 18th February 1879 and 12th December 1884.

(*b*) Any person who has passed the examination prescribed by the Chief Court for the Pleaders of the First Grade, under the rules published in Government Notification No. 187, dated the 12th December 1884.

(*c*) Any person who has passed the Revenue, Civil, Criminal, and Registration Examinations comprised in the Mysore Local Service and Pleaders' Examinations, and who produces,

(1) a certificate of having passed the F.A., or the intermediate or other higher examination in Arts in any Indian University

or

a certificate of having passed the examination at the end of the first year of the College course of the Mysore University,

and (2) evidence to the satisfaction of the Chief Court as to his character and conduct.

(*d*) Any person, who has passed the tests prescribed for Pleaders of the first grade, by any High Court of Judicature in British India and who produces evidence to the satisfaction of the Chief Court as to his character and conduct.

III. The following persons are qualified for admission as Pleaders of the second grade, provided they apply for admission on or before the 22nd October 1922 :—

(*a*) All persons enrolled under the Advocates' and Pleaders' Rules, dated the 18th February 1879 and 12th December 1884, as Pleaders of the 2nd grade.

(*b*) Any person who has passed the examination prescribed by the Chief Court for Pleaders of the 2nd grade under the rules published in Government Notification No. 187, dated 12th December 1884.

(*c*) Any person who has passed in the 2nd class, the Revenue, Civil, Criminal and Registration Examinations comprised in the Mysore Local Service and Pleaders' Examinations and who produces,

(i) a certificate of having passed the Matriculation or other higher examination in Arts in any Indian University or a completed Secondary School Leaving Certificate and

(ii) evidence to the satisfaction of the Chief Court as to his character and conduct.

The provisions of caluse (*a*) of Rule II and clause (*a*) of Rule III do not apply to any person, who has been enrolled conditionally on passing any examination.

IV. Application for admission as a Pleader shall be accompanied by certificates of qualifications prescribed by Rule II or III and *a declaration by the applicant that he is not in Government Service.* If a Pleader after obtaining a certificate accepts Government Service, he shall not be entitled to practise whilst in such service, even if he be on leave.

V. All certificates granted under Section 11 or 12 of the Mysore Legal Practitioners' Regulation, 1884, shall be engrossed on Mysore Court Fee Stamp papers of the value hereunder mentioned, *viz* :—

	Rs.
(1) For an Advocate	300
(2) For a Pleader of the 1st Grade ...	15
(3) For a Pleader of the 2nd Grade ...	10

Provided that no stamp fee shall be required for a certificate granted to a person qualified under clause (*a*) of Rule I.

Provided further that a Pleader of the 2nd grade, who has qualified himself for admission as a Pleader of the 1st grade, after having paid the fee payable by a Pleader of the 2nd grade for that year shall be required to pay only the additional stamp fee of Rs. 5.

2. No Advocate or Pleader shall be allowed to appear in any case or proceeding on behalf of another Advocate or Pleader, except under very special circumstances and with the permission of the Court previously obtained. (R. P. No. 54, dated 22nd October 1884.)

3. All applications for renewal of certificates under Section 12 of the Mysore Legal Practitioners' Regulation, III of 1884, should be submitted so as to reach the Chief Court not later than the 10th of December of the year preceding that for which the certificate has to be renewed. Such applications should be presented to the Judge in whose Court the applicant generally practises. The Judge will forward the applications to the Chief Court together with his remarks thereon. Applications made to the Sub-Judges or Munsiffs will be fowarded through the District Judge to whom they are subordinate. (R. P. No. 75, dated 1st August 1888.)

PART III.—Extracts.

CO-OPERATIVE SOCIETIES.

Registrar's report for 1920-21.

RESOLUTION OF THE GOVERNMENT OF PUNJAB.

In spite of adverse conditions progress as shown by the returns has again been most satisfactory. The total number of societies has risen from 7,174 to 8,453 and membership from 205,405 to 239,287—an encouraging feature being the continued expansion of non-agricultural societies which however at the end of the year numbered only 303 with a membership of 15,371. The four Weavers Secondary Societies, however, with a membership of 85 Primary Societies are purely non-agricultural. As claimed by Mr. Calvert, improvement in quality is more important than mere increase in numbers and the report exhibits the care which has been taken to keep the number of societies newly registered within the limit of effective control.

There were 54 Inspectors, and 265 Sub-Inspectors, of whom 53 Inspectors and 59 Temporary Sub-Inspectors are paid by Government. The number of Sub-Inspectors paid by Societies was 165 and 1 Inspector and 26 Sub-Inspectors are honorary workers.

Much depends on the energy and devotion of the field establishment. Great care is exercised in the selection of Inspectors and Mr. Calvert has collected around him a band of enthusiastic workers. The arrangements made by him for the training not only of candidates, but of the employed staff appear to be admirable. The high ideals instilled into the staff cannot, but have the effect upon the moral as well as upon the material progress of the men who came under their influence, claimed by the Registrar.

The functions of the Punjab Co-operative Union were described in last year's report. As noted elsewere, the development of its banking functions into a Provincial bank is engaging the attention of Government. No proposals for a Co-operative Wholesale Society to take over the supply functions adumbrated last year have yet been received. The chief function of the Union however is audit, the entertainment from the proceeds of a fee charged on the net profits of Primary Societies of Sub-Inspectors to audit the accounts. Secondary Societies have now joined the Union which pays for the audit of

their accounts. Although the rate of fee has been increased, the expenditure exceeds the income in spite of the fact that more Sub-Inspectors are required than has been employed. Certain Sub-Inspectors are at present paid by District Boards. Government has agreed in principle to take over this charge. It was impossible therefore to agree to these bodies accepting any further liability. It may be desirable for Government to assist the Union, but in so far as its income suffers from reductions in the rates of interest charged by societies it would appear to be desirable to refuse permission to reduce the rates unless the society agrees not to reduce the fee.

The great majority of Agricultural Primary Societies are Credit Societies, the number of which reached the record figure of 7,605 with a membesship of 196,691. To these totals, the districts of Hoshiarpur, Gurdaspur and Jullundur contribute no less than 775, 668 and 639 societies and 23,742, 17,884 and 23,382 members. As claimed by Mr. Calvert, the popularity of this class of society is assured. There would certainly be no great difficulty in securing further expansion, but the impossibility of finding funds for the necessary inspecting staff necessitates caution as the present staff of Inspectors must have great difficulty in inspecting each society even once a year. The success of the attempt to have the by-law of indivisible profits accepted is significant of the progress of the Co-operative idea in the Province.

The magnitude of the business of these societies may be gathered from the fact that Rs. 83 lakhs were advanced to members during the year, making the total of such advances at the end of the year Rs. 178 lakhs. That in a year so unfavourable as the past, 35 per cent of the sum on loan at the beginning of the year was recovered indicates the care with which the loans were given. It is of course impossible to say how far the conditions of the year drove members to the village money lender for extra money, but Mr. Calvert is probably justified in reporting that the money lender missed his opportunity. At any rate faith in co-operation must have been strengthened by the fact that no society raised its rate of interest while not a few reduced it, whereas the money-lender had to raise his rates.

The financing of the Primary Societies is assisted by 31 Central Banks and 63 Banking Unions, the functions of which are clearly distinguished in Mr. Calvert's report. The Working capital of these institutions now stands at the respectable figure of Rs. 100 lakhs and loans totalled Rs. 65 lakhs. Inter-lending between Central Banks amounted to over Rs. 30 lakhs. The need for a Provincial Bank to control this interlending and to reduce the loss occasioned by idle balances in Central Banks has been recognised and steps are being taken to organise a Provincial Bank. Although shareholders in Central Banks appear to demand higher returns than is compatible with the co-operative idea and although the owned capital of Unions is insufficient cover for outside liabilities the general condition of both classes of institutions appears to be sound.

One of the most interesting and at the same time most important experiments which is engaging the attention of the Registrar is the

consolidation of agricultural holdings on co-operative lines. There were 60 societies for this object at the end of the year mainly in Hoshiarpur, Jullundur and Gurdaspur. The economic advantage derived from collecting together as far as possible the scattered plots owned by each proprietor has been recognised for years and the special staff put at the disposal of the Registrar for this special work emphasises the importance which Government attaches to the process. The difficulties are enormous. The results achieved so far, however, are encouraging and the experience gained must lead to greater results. At the same time, it must be observed that too much stress is laid by the Registrar on the reduction of the number and increase in the average area of fields a result which could be shown by methods which will occur to any Revenue Officer, without any consolidation at all. With the present method of agriculture a Revenue field of 4 acres irrigated by a well is an impossibility and even in the Canal Colonies where consolidation is at its highest, the usual field is about an acre in area. The true test of success is the actual area exchanged in consequence of the proceedings of the society. On the results achieved in this direction the report is practically silent but, it would appear that the decrease in the number of fields is in some cases due only to the cancellation of a previous partition. In any case the immediate increase in the work of the patwari is considerable and to this as much as to the fear of and eventual reduction of work may reasonably be ascribed such opposition as is encountered.

Other activities to which the Co-operative idea is being adapted in rural areas are—Arbitration 87 societies, Schools for adults 45, Silt clearance 3, Land Reclamation 8, Thrift and Saving 2, Cattle Breeding 11, Irrigation 1, Cattle purchase 2. The objects in all cases are laudable, but it is doubtful whether it is wise to distract the attention of the ordinary staff from the more important duty of helping and inspecting Credit Societies until Provincial finances permit of a more liberal inspecting staff. The Jhang Mortgage Bank (which is classed as a Credit Society) is an interesting experiment. For permanent success it would appear to need supplementing by Credit Societies of the ordinary type which are exceedingly few in this backward district.

Co-operation in Travancore.

EXTRACTS FROM GOVERNMENT RESOLUTION.

It will be observed that there has been a slow, but steady development of the movement in the State. Starting with 9 taluks in 1091, the movement has now spread over all the taluks of the State, except Devicolam. The Registrar reports that even in the last mentioned taluk, arrangements were in progress for the starting of a society. Within the same period, the number of societies rose from 26 to 266, while the number of members increased from 945 to 17,237. Agricultural societies naturally predominate over the non-agricultural

ones; but the people appear to prefer limited liability societies to unlimited ones. Of the 42 non-agricultural societies actually working at the close of the year, 14 are for the benefit of Government servants, 3 are exclusively for teachers, 3 for Christian fisherwomen and 3 for artisans. The "Parur Co-operative Society, Limited." is a new non-agricultural society deserving of mention. It has been formed with the object of promoting weaving as a factory industry, and has begun well. It has already enlisted 294 members with a paid up capital of Bh. Rs. 1,907-14-4 cash. A building has been purchased at a cost of Bh. Rs. 1,354-15-6 cash and appliances have been obtained for the value of Bh. Rs. 704-13-6 cash. During the year, the society purchased raw material and manufactured goods to the value of Bh. Rs. 4,350-21-3 cash and realized by selling raw material and finished products, sums of Bh. Rs. 614-19-15 cash and Bh. Rs. 4,367-25-2 cash respectively. The society however incurred a net loss of Bh. Rs. 132-25-15 cash on account of the heavy initial expenditure. The working of the society will be watched with interest as on its success largely depends the formation of similar societies for the advancement of a very necessary industry.

Stores societies do not thrive in the country. Three main causes are said to operate against the successful working of these societies *viz.*, (1) lack of proper and capable businessmen, (2) want of loyalty on the part of members, and (3) absence of credit purchase facilities. Two stores collapsed prior to 1096 and three collapsed in 1096 and the registration of all these had to be cancelled. The number of stores societies has not shown any increase since the movement was started in the State The Registrar will do well to closely examine the causes and see if he can devise measures to improve the working of these very useful institutions. Very often heavy losses are sustained by these societies by bad management, by the entertainment of a costly staff or by serious fluctuations in prices between the dates of purchase and sale, and a few timely hints by the Registrar and his staff might obviate such losses. It should be the aim of stores societies to confine their operations solely to such articles which could be purchased in bulk and which are likely to be consumed in large quantities, and they should make arrangements to buy the articles required in suitable markets and at proper times. The large amount of over due loans is another striking feature of the Travancore societies. It is observed that many of the recently started societies do not go in for loans but that it is the earlier societies that are mostly responsible for the locked up arrears. The Registrar reports that of the total sum of Bh. Rs. 34,775 over-due to the Bank by Primary Societies, Bh. Rs. 17,342 or nearly half is due from certain societies. These are slack in the collection of the sums due to them from their own members and in turn are not prompt in repaying the debts they owe to the Central Bank. These societies were registered on the Raiffeisen model as unlimited liability societies with a nominal share value, and when they started work, the war came in and with it economic distress. Now that conditions have improved, it is reported

that some of these societies are trying to repay the loans due by them. It is hoped that they will succeed in this attempt. Another unsatisfactory feature in the working of the societies is the large member of societies that have been working at a loss—as many as 16 societies were working at a loss during the year against 13 in 1095. Of these 12 are reported to be new ones and the rest old. Of the latter, one society, No. 85 " Vycome stores," which has been working at a loss for the last 2 years is proposed to be dissolved during the current year as, in spite of advice and persuasion, the members have been clamorous for its dissolution. Next comes the "Mayyanad co-operative Society, Limited." No. 94, in the Quilon Taluk, which suffered a loss of Bh. Rs. 297-9-3 cash, consequent on keeping a costly establishment. The "Aiyroor Co-operative Society," No. 17 has incurred a net loss of Bh. Rs. 96-3-15 cash: while the Pilapizha Co-operative Society, Alleppey, No. 8, is the next old society which worked at a loss during the year. The Registrar should take prompt steps and see that these societies either improve or are wound up. Of the new societies 12 societies which commenced work late in the year, sustained losses on account of the preliminary expenses they had to meet in providing themselves with the necessary equipment. The total loss incurred by these new societies was however only Bh. Rs. 230-20-11 cash, while that of the four old societies amounted to Bh. Rs. 477-18-15 cash. Eight of the old societies were working without any reserve fund.

Government are glad to note that, as a consequence of the co-operation of the Director of Agriculture and Fisheries, the Registrar was able to organize two societies for fishermen and take steps to attach manure depots to some of the existing co-operative societies.

EDUCATION

Industrial and Technical Education.

APPOINTMENT OF A COMMITTEE OF INQUIRY.

[Madras.]

At the meeting of the Legislative Council held on the 15th November 1921, M. R. Ry. S. Arpudaswami Udaiyar Avergal, M.L.C., moved the following resolution:—

"That this Council recommends to the Government that the following provision be made for secondary education:—

1. That two kinds of schools be opened for secondary education—

(*a*) technical or commercial schools and

(*b*) secondary schools properly so called.

2. That each kind be divided into first and second grade schools—

(*a*) First grade technical schools should provide the country with trained labour, tradesmen, shop-keepers, weavers; the course for this grade should last three years and include not only apprenticeship in arts, trades, industries, but also such instruction in the Vernacular and English, Arithmetic, Mensuration, History and Geography and Drawing and modelling as will make the pupils worthy and useful citizens; a syllabus should be drawn up and approved for this course;

(*b*) Second grade technical schools should provide the country with highly skilled and artistic labour; foremen for workshops of all kinds, especially of workshops for the production of the highest forms of industry and trade articles; the course for this grade should last three or four years and the syllabus should also include such instruction in languages, History and Geography, Mathematics, and Science as will make the pupils worthy citizens and men of sound knowledge and information;

(*c*) First grade secondary schools should provide elementary school teachers, clerks, for the lower officers in the service: a syllabus should be drawn up and approved for this course.

(*d*) Second grade secondary schools should prepare candidates for the higher studies in the University, or in the highest grades of the professional colleges: no syllabus; headmasters and managers should be required to determine the course of studies, but an examination should be undergone at the end of the course as a test of fitness to proceed to the University or professional colleges."

In the course of discussion the Hon'ble Rao Bahadur A. P. Patro, Minister for Education, pointed out that the second part of the resolution was included in the scope of reference to the Education Reorganization Committee recently appointed by the Government and that the mover being himself a member of that Committee should bring this part of his resolution to the notice and attention of that Committee. As regards Industrial and Technical education as distinguished from secondary education and also from vocational education and manual training, the Hon'ble Rai Bahadur K. Venkata Reddi Nayudu, Minister for Development, agreed on behalf of Government to appoint a Committee to examine the whole question and submit a comprehensive scheme for an organised system of Industrial and Technical Education.

In pursuance of the undertaking then given by the Hon'ble the Minister for Development, His Excellency the Governor is pleased to appoint the following Committee of officials and non-official gentlemen subject to their consent to serve.

Mr. M. E. Couchman will be the President of the Committee and Mr. Fyfe will act as Secretary. The Committee will have power to co-opt additional members.

Another Committee has recently been appointed for the purpose of revising the scheme of Government Technical Examinations. The Government trust that the presence on the Committee on Industrial and Technical Education now constituted of several members of the Committee dealing with the technical examinations will ensure co-ordination between the labours of the two Committees.

Broadly speaking, the object of technical education is, in the view of Government, to supply—

(1) a force of skill labourers is organized as well as cottage industries—

(2) the inferior directing agency required for controlling that labour such as foremen, managers of workshops, technical assistants, and superintendents, etc.

(3) the superior directing agency, such as chief engineers, factory managers, etc., and

(4) expert chemical and other advisers for purposes of scientific research as applied to industries.

The Committee will inquire into the present equipment of the Presidency in these respects and will draw up a comprehensive scheme for an organized system of industrial and technical education to meet the needs of the present and the reasonably near future. They will in particular, advise as to the following topics:

(1) whether control of existing and future institutions for technical, industrial, engineering or commercial education should be centralized in the Department of Industries;

(2) the establishment of a technological college, and of a research laboratory:

(3) the grades or classes of institutions (classes, schools, or colleges) whose establishment they may recommend including, if

necessary, special schools for particular trades or industries or branches of these ;

(4) the curricula for these;

(5) to what extent general educational qualifications, or the possession of a special mechanical aptitude is to be required as a condition precedent to admission into the various classes of institutions;

(6) to what extent industrial and technical instruction should be imparted in the ordinary schools for general education, and should qualify for admission into the special institutions to be created;

(7) the question of introducing a system of apprenticeship ;

(8) the industrial and technical education of girls and women;

(9) the training of teachers for industrial and the technical institutions;

(10) the question of the grant of technical scholarships within or without the Presidency and the conditions of such grants;

(11) an estimate of the initial and recurring expenditure to be incurred on the measures recommended, to be spread over a reasonable period of development, say ten years;

(12) the extent to which local bodies should share in the expenditure contemplated;

(13) the extent to which factories, workshops or other industrial concerns can be expected to render assistance or to bear expenditure;

(14) the legislative measures (if any) required to give effect to the proposals of the Committee.

The field of inquiry is a wide one and the Committee will have power to constitute sub-committees to deal with particular subjects or groups of subjects.

FORESTS.

Forest Panchayets in Madras.

GOVERNMENT ORDER.

The Forest Committee of 1912, impressed with the complaints of the petty oppression to which villagers were alleged to be exposed at the hands of the forest subordinates in connexion with grazing offences proposed, amongst other recommendations, that the management of all class V forests, *i.e*, forest reserves useful mainly for grazing should be handed over to village panchayets who were to be responsible for the collection of grazing fees, the regulation of the grazing and the protection of the tree-growth. When such panchayets were formed, it was intended that the forest subordinates should no longer have any concern with the areas thus entrusted to panchayet management, the main object being to reduce to a minimum the contact between the villagers and these minor officials. With the same end in view, the Committee recommended that the general administrative control of the panchayets should be vested in the Collector and the revenue divisional officer and that the connexion of the forest officers with these forests should be restricted merely to periodical inspection of the areas by the District Forest Officer. The result of this inspection was to be reported to the Collector or the revenue divisional officers from whom alone orders were to issue to the panchayets.

In pursuance of these recommendations which were generally approved by the Government steps were taken to constitute forest panchayets and a considerable number were created in 1914 and the succeeding years in different districts. In 1919 it was brought to the notice of the Government that the system had not been as successful as was hoped, and, with a view to improving the working of existing panchayets and to extending the system as far as possible, the Government ordered a special investigation of the problem by Mr. D. G. Bles, I. C. S., who was directed to report upon the whole question. Mr. Bles's report discloses that not inconsiderable progress has been made in the work of handing over to panchayet management the forests of the V class which are principally useful for grazing. The total number of V class reserves is 380 with an area of about 724,000 acres and of these 198 reserves with an area of nearly 321,000 acres had been handed over to the control of about 354 panchayets by the close of 1919-20. In addition to these 18 panchayets had been formed for the control of reserves of the IV class and of unreserved lands, extending over about 21,650 acres. At the close of 1919-20 there remained 182 class V reserves still under the control of the Forest

Department comprising an acreage of 403,102 acres. While, however, some progress has thus been made in the extension of the panchayet system, the Government find from Mr. Bles's investigation that in many instances the management by the forest panchayets leaves much to be desired for reasons which will be presently touched upon and they have again reviewed the main issues arising out of the question, *viz* :—

(1) whether an attempt should be made to improve and extend the existing system of forest panchayets and, if so, under what supervision ;

(2) if not, whether the attempt to educate the villagers in this direction should be abandoned and, in the latter event, whether the forest areas in question should revert to the control of the Forest Department as before or should be disafforested.

The Government are averse from the alternative that these areas should be reverted to the control of the Forest Department since to do so would revive and even intensify the difficulties and the friction which have arisen in the past. If, again, the areas are disafforested and treated as unreserved lands, past experience has shown that in a few years' time they will cease to be valuable to villagers and will meet with the same fate as the majority of existing unreserved lands, *i.e.*, will suffer more or less complete denudation and will cease to be capable of supporting so large a number of cattle as they have hitherto done.

In support, however, of the alternative of abandonment it must be recognized that certain general economic arguments deserve consideration. It has been urged that the keeping by the raiyats of large numbers of cattle which are not valuable for purposes of ploughing or as draught cattle should be discouraged, because their value for manure or for the purpose of producing hides, etc., is not sufficiently great to justify their retention ; that the grazing available is scarcely sufficient to maintain the number of agriculturally valuable cattle which the increasing demands of the agriculture of the Presidency require, and further, that the existence of large numbers of weakling animals is an obstacle to improvement on modern lines in the accepted methods of cattle-breeding. It is urged, therefore, that the State ought not to afford to the raiyat facilities for the maintenance of weakling cattle and it has been proposed, as a first step in the direction of deterring him from doing so, that the State should withdraw from the attempt to conserve grazing in those forests which have been classified as valuable solely or principally for this purpose. On these grounds it has been suggested by those who advocate this point of view that the whole of the panchayet forests should be disafforested and that the areas therein which are fit for cultivation should be granted on patta.

As against this policy of abandonment it has been pointed out,

firstly, that whatever may be the theoretical disadvantages arising from the custom of the raiyat to keep large numbers of cattle not strictly valuable for agricultural purposes, yet the fact remains that the cattle which are so maintained represent in fact an asset especially

valuable in the case of the poorer raiyats; that they are valuable not only for manure but for the sake of their hides of which the Madras Presidency is the largest producer in India and that a policy which should tend to extinguish within a comparatively short period a considerable proportion of the cattle which supply hides would be proportionately detrimental to the indigenous tanning and leather industries and to their prospects of development;

secondly, that the denudation of these grazing forest areas will tend to deprive the raiyats not merely of grazing but of leaves for manure and of minor forest produce, such as thorn for fencing, which are largely used in many parts of the country by the villagers;

thirdly, that if the policy of granting on patta any areas which may be fit for cultivation is adopted, the result will be to deprive the generality of villagers of any benefit from those areas in the interests of a comparatively small number of the richer or more influential individuals and to cause real detriment to, and possible discontent among, the general body of the villagers;

fourthly, it is urged that, in order to induce the raiyat to devote greater care to the selection of his cattle with a view to improving the breed, the proper course would be to devote more attention to the spread of agricultural knowledge and of more economic methods of managing existing grazing areas and, in the latter respect, it is argued that the system of forest panchayets, if properly developed under sympathetic and intelligent guidance, may be of valuable educational effect in achieving the desired end.

The arguments that may be advanced on either side of this difficult question are weighty, and before coming to a final decision, the Government have decided to make a further effort to continue the policy inaugurated in 1914 which has for its object the fostering of the forest panchayet movement and with it the spirit of co-operation and self-government among the villagers interested. The experience of the working of the scheme thus far gained has shown that the ignorance of the villagers, internal factions and jealousies, and the absence of systematic and sympathetic guidance have been the chief obstacles to success. The forest subordinates under the scheme are divorced from any connexion with the panchayet forests and all initiative in forming new panchayets or in affording advice and guidance to existing ones had been left in the hands of the Revenue Divisional Officer who has neither the time nor in some cases the inclination to take much trouble in the matter. Just as in the Co-operative department the initiative and the guidance imparted by the officers of the Co-operative department specially entrusted with the work have been of the utmost value, so it is hoped that a valuable impetus will be imparted to the formation of new forest panchayets and the improvement of existing ones by the appointment of a small special staff, in the first instance on an experimental basis, whose sole function it will be to assist the raiyats in this matter. It is on these lines that further progress is recommended by Mr. Bles and his recommendations have the support of the Chief Conservator of Forests.

The matter has been considered by the Forest Committee which has endorsed the policy indicated and approved of the general lines of the scheme. It was found impossible for the Agricultural department or for the Board of Revenue to undertake the duty of supervision. It is proposed therefore to appoint a special staff which will be entirely independent of the local officers of the Forest department and will work directly under the Chief Conservator of Forests. The Government accordingly sanction on a temporary footing for three years the following establishment :—

One deputy collector with experience of the work of the Co-operative department.

Six inspectors of the grade of deputy tahsildar on Rs. 150-5-200.

Eight peons on Rs. 12—18.

One clerk on Rs. 35, if an outsider, or on his substantive pay if already in Government service.

Before entering upon their duties, the deputy collector and the inspectors will be required to undergo training in the rudiments of forest management for such period and in such manner as the Chief Conservator may direct.

Mr. Bles's report contemplates that the scheme should from the outset be tried all over the Presidency ; the Government do not consider that this is essential, for it may on further examination be found expedient to concentrate the work of the staff in the first instance upon a smaller number of districts with a view to secure more intensive work and more rapid results. The Chief Conservator is required to submit at an early date detailed proposals as to the localities where the scheme may be tried in the first instance and also to submit his nominations for the posts now sanctioned.

JAILS.

Jail Administration in the United Provinces.

Government Resolution on the Report for 1921.

The total number of prisoners of all classes admitted to the jails of the provinces during the year rose from 77,593 in 1920 to 83,743. There was thus an increase of 6,150, but it is satisfactory to note that the figures have not reached the high level of 1919 and 1918, in each of which years the total was over one lakh. The average population rose steadily from 22,262 at the beginning of the year to 27,440 in September. From that month there was a gradual decline with a marked fall in December to 24,268. The improvement after September is attributed to the good monsoon and a satisfactory *kharif* harvest. The marked improvement in December is only apparent, for if there had not been a jail delivery in that month, the average population would have been considerably higher, probably about 28,000. This increase is largely due to the admission of political prisoners in that month. The total number of convicts admitted was 31,786, which is more by 2,906 than the number admitted in 1920. This increase is due partly to the numerous convictions for political offences and also to an increase in crime of various sorts. Thus convictions for theft rose from 4,903 to 5,098, for house breaking from 2,782 to 3,550, for offences against public tranquillity from 1,190 to 1,489, and for dacoity from 983 to 1,137, while 4,908 persons were imprisoned for failure to furnish security for good behaviour against 4,679 in 1920.

There was a slight decrease, in the number of juveniles imprisoned, namely, from 106 to 101. The decrease, as the Inspector-General remarks, is not very encouraging, but it is noted withl satisfaction that the number of juveniles under 15 years of age fell from 60 to 47, the lowest figure since 1917. The Juvenile jait continued to serve its useful purpose and was practically full t hroughou the year, though the pressure was relieved to some extent by the release of 105 prisoners on the occasion of the two jail deliveries. At the end of the year there were only 189 prisoners, whereas the capacity of the jail is 256. The discipline of the jail continued to be good till almost the last day of the year, when during the absence of the permanent jailor a serious outbreak occurred owing to the evil influence of a juvenile political prisoner. It is a matter of regret that it was necessary to resort to firing by the armed guard in order to frustrate an organized attempt to escape, but fortunately there was no

loss of life and the disturbance was soon quelled. The Superintendent and some of the jail staff deserve great credit for their promptness in dealing with a most difficult situation. Those of the staff who rendered conspicuous service have been suitably rewarded.

The large percentage of sentences to short terms of imprisonment is a matter which calls for comment. The percentage of sentences not exceeding one month is 17·39, of sentences above one month and not exceeding three months 21·04, and above three months and not exceeding six months 15·71. Thus 54·14 per cent, of the total number of convicts admitted for the year were under sentences not exceeding six months. This is particularly noticeable in the cases of convictions for theft, in 29 per cent of which the sentence was not exceeding one month. The Governor in Council is inclined to think that such short terms of imprisonment are too frequent and that more cases might be dealt with by fine or under section 562, Criminal Procedure Code. The avoidance of short terms of imprisonment was one of the recommendations of the Indian Jails Committee, and is now the subject of correspondence with the Government of India.

The average percentage of convict officers to the average jail population was 10·06 males, and 6·85 females, as compared with 10·15 and 5·62 in 1920. The percentage is still somewhat high, but cannot well be decreased without considerably augmenting the paid warders' staff. The total of convicts actually employed as officers was 7,696 males and 92 females, and the number of punishments was 2,186.

The cost of guarding and maintenance of prisoners was Rs. 29,42,354, an increase of Rs. 2,05,697 over the cost in 1920. The cost however was lower than that for 1919. The cost per head rose from Rs. 110-5-0 to Rs. 116-14-10 or an increase of Rs. 6-9-10. Very nearly half the increase, namely Rs. 90,366, was due to the increased cost of establishment. Of the rest an increase of Rs. 76,810 is to be attributed to the high cost of food-grains.

The results of the jail industries during the year are highly satisfactory. The total cash profits of the Bareilly central prison amounted to Rs. 40,944 as against Rs. 36,644 in 1920, and the profit per head of the numbers employed on jail manufactures was Rs. 51-8-0 as against Rs. 43-13-0. In the Agra central prison the cash profits were Rs. 59,277 as against Rs. 46,006 in 1920 and the profit per head Rs. 58-6-0 as against Rs. 42-15-0. At Allahabad central aprison the cash profits rose from Rs. 64,440 to Rs. 94,288 and at Benares central prison from Rs. 38,680 to Rs. 42,122. The Superintendents of these jails deserve great credit for these encouraging results. In the Fatehgarh central prison the actual cash profits amounted to only Rs. 926, but the large sum of Rs. 73,437 remained outstanding on bills due to the jail at the end of the year. Allowing for similar outstandings amounting to Rs 21,093 at the beginning of the year, the profits really amounted to Rs. 53,270. The total cash profits from all jails amounted to Rs. 44,7,046, which is less than the previous year's figure by Rs. 25,247. If the outstandings at Fatehgarh and other jails are taken into account, there was actually an increase in profits. The Inspector-

General of Prisons, in consultation with the Director of Industries, is working out a scheme for improving the organization of jail industries.

The death rate for the year was 21·4 per mille as against 17·0 in the previous year. Owing to the exceptionally hot season, there were no less than 26 deaths from heat stroke, mostly in the middle of June. There were 22 deaths from cholera, which broke out in 11 jails. Of the fatal cases 12 occurred in the Sultanpur district jail. Pneumonia accounted for 76 deaths and tuberculosis for 79. As far as possible prisoners suffering from tuberculosis were concentrated in the Sultanpur district jail.

Jail Administration in Bengal.

GOVERNMENT RESOLUTION ON THE REPORT FOR 1921.

The year 1921 was one of unusual activity in the Jails Department owing on the one hand to the political unrest caused by the non-co-operation movement and on the other hand to the consideration, and introduction of some of the reforms contemplated by the Indian Jails Committee. The first definite sign of the permeation of the jails by the unrest caused by the non-co-operation movement was the outbreak at the Central Jail at Rajshahi, where a rumour had spread that the British Government had come to an end and that all prisoners were to be released. On the 24th March 1921, 669 out of 969 prisoners escaped; the majority were, however, recaptured. Outbreaks occurred subsequently on a small scale in the sub-jails at Serajganj and Netrakona. There were also conspiracies in some other jails which were suppressed in time. At the end of the year the movement affected the department in another way. The numerous arrests that were made in pursuance of the notifications issued under the Criminal Law Amendment Act, Part II, and similar laws put an unprecedented strain on the resources of the Jails Department. No less than "5,802 non-co-operation prisoners were admitted, Calcutta alone being responsible for 3,667. This necessitated opening a temporary jail, wherein 1,721 men were admitted, during eleven days—on one night alone, the 23rd December, this jail took in 1,059 prisoners. The Presidency Jail too with a registered accommodation for 1,884 at one time held 2,783 prisoners. The District jails of Chittagong, Rangpur and Faridpur were highly taxed to find room." The officials of most of the Jails concerned met the situation with considerable tact, patience and firmness.

Most of the reforms contemplated by the Jails Committee came under discussion. Many of them had to be kept in abeyance for financial reasons, but minor improvements which could be effected without much additional expenditure were given effect to as far as possible. To meet the religious demands of Muhammadan convicts they have been provided with long trousers instead of shorts. In a

number of jails honorary Moslem preachers were appointed for giving moral and religious instruction to Muhammadan prisoners on Fridays. The burial of dead Muhamadan prisoners on Fridays. The burial of dead Muhamedan prisoners according to Muhammadan customs, at the expense of Government was sanctioned. Sikh prisoners were allowed to retain certain of their religious symbols, and facilities for the more important religious observances of the various castes are allowed in Jails. Female non-official visitors were allowed in a few jails. Arrangements were also made for the retransfer from the Andamans of all political prisoners, female convicts and other persons whose retransfer to India was considered necessary on medical grounds; and orders were passed by the Government of India absolutely prohibiting the deportation to the Andamans of female convicts and certain other classes of criminals. No convict from Bengal was transported to the Andamans in 1921.

The Inspector-General of Prisons draws attention to the fact that the number of Juvenile prisoners admitted to the jails reached the maximum during the year under review; and he gives his opinion that in England not one of these children or young persons would have been committed to prison. After, however, the end of the year the Bengal Children Act, 1922, was passed into law; and the Governor in Council trusts that this measure, which *inter alia* provides that no child under the age of 14 years shall, under any circumstances, be sentenced to death, transportation or imprisonment for any offence, will remove this reproach from the administration of the Province.

Other notable features during the year were the marked decrease in the number of resignations of warders due to the improvement in their pay from 104 in 1920 to 52 in 1921, the decline in the number of punishments inflicted for offences committed in jail from 18,562 in the previous year to 16,353 in the year under review, fall in the number of whippings inflicted from 61 to 33, the increase in the net cash earnings of the department from Rs. 3,22,676 to Rs. 6,92,580, and last but not least the low death rate of 16 per mille. Mention must also be made of the valuable assistance rendered by the Calcutta Prisoners' Aid Society in finding employment for ex-prisoners, a field in which, as the Inspector-General of Prisons indicates, there is great scope for further activity in Bengal.

MISCELLANEOUS.

Corruption in the public Services.

GOVT. ORDER ON THE SPECIAL COMMITTEE'S REPORT.

(Punjab.)

I. Circumstances which led up to the present enquiry

The question of the eradication of corruption in the public services of the Province has engaged the earnest attention of Government for some years past. His Honour Sir M. O'Dwyer in his closing speech in the Council meeting in September 1916 remarked that Government was most anxious to secure the co-operation of all classes in dealing with this evil, and that it was a real satisfaction to see that public opinion was awakening to a sense of its duty in this respect. In pursuance of this object a circular letter in English and Vernacular was issued in March 1917 to all officials and was also posted on Government buildings, in Serais, Patwar Khanas, village Chaupals and other places of public resort. This letter drew attention to recent cases of prosecution for bribery and exhorted all officials to make a determined attempt through the services and the people to eradicate, if possible, and at least to check the corrupt practices which weighed so heavily on the people and brought discredit on the administration.

2. This letter was followed in January 1918 by another in which the Lieutenant-Governor, with the approval of the Government of India, directed that for the future no officer should accept any *dali* or gift offered by or on behalf of any Indian : as the practice was open to misrepresentation.

3. Finally, in August 1921, the Governor in Council decided to appoint a Committee to enquire into and suggest remedies for the evil.

That Committee's report is the subject of the present resolution.

I.—Conclusion of the Committee as to corruption.

4. The Committee which met on 8th September 1921, examined a large number of witnesses and also written statements, and invited the opinions of local Bar Associations throughout the Province. The evidence put forward, although it may not be accepted as conclusive proof that the state of affairs described exists, would show that there is a general belief amongst all classes that there is corruption in a greater or less degree in practically all departments of Government, more especially among the lower paid ranks of Government servants. The Government

agrees that corruption is widespread in all departments: but notes that the evil is by no means limited to Government service but extends to commercial, legal, and other departments of non-official life.

5. The Committee was of opinion that the chief causes which lead to corruption are—

(*a*) *Low pay.*—On this subject it is to be observed that during the past year all ranks of the provincial and subordinate establishments have received very substantial increments of pay: the attached* table will show how various services have benefited in this respect. Government is of the opinion that these increments are sufficient to dispose of the plea of insufficient pay.

(*b*) *Lack of public opinion.*—The Committee point out—

(*i*) that there is no combination on the part of the general public to put down corruption and extortion;

(*ii*) that the bribe-taker is not looked down upon among his own people;

(*iii*) that when the bribe-taker is in danger of punishment public sympathy veers round in his favour, and so he is enabled to escape the punishment he merits;

(*iv*) that the bribe-giver has in almost all cases received a satisfactory equivalent for the bribe given;

(*v*) the reluctance of witnesses to give evidence against officials who may be in a position to wreak vengeance on them subsequently;

(*vi*) the belief that evidence given against one officer may lead to persecution at the hand of his fellows;

(*vii*) that restitution closes the mouth of the bribe-giver, who has not sufficient public spirit to prosecute the offender.

Government agrees with the conclusions of the Committee on this point and would suggest that the remedy would seem to be the creation of a healthy condition of public spirit which can only be brought about by the combined efforts of officials and the general public; the first step in this direction would seem to be the formation of antebribery leagues, to the desirability of which the attention of officers has already been directed.

(*c*) *Attitude of superior officers.*—The Committee conclude that in many cases this constitutes an indirect incentive to bribing. It finds that—

(*i*) the superior officers of certain departments are not as accessible as they should be, and that this fact is responsible for much of the shyness that exists in bringing cases of alleged corruption to notice;

(*ii*) there is in many cases a lack of supervision and vigilance on the part of superior officers which is a cause in the non-prevention of bribery: this lack of supervision is believed to be due to two causes—(*a*) negligence, (*b*) overwork. This lack of supervision means that sufficient regard is not paid to honesty in making promotions;

*Omitted here.

(*iii*) there is a natural hesitation in commencing bribery enquiries due to the fact that so many of these enquiries are infructuous either in the initial or appellate court. To this may be due the fact that some officers have resigned themselves to what they believe to be the inevitable and consider it impossible to check bribery.

While admitting the cogency of the Committee's conclusions under this heading and agreeing with them, Government is inclined to the view that the chief factor is the greatly increased work of superior officers, while a minor factor may be the dislike of certain officers to see dirty linen washed in public. It is essential that all superior officers should realise that corruption is a greater evil than a crop of open scandals, and that the mere fact that there is no open enquiry does not signify that the matter is not widely known among the public.

(*d*) *The difficulty of obtaining judicial proof of corruption.*—The fact that for this reason the corrupt do not fear punishment.

(*e*) *Inadequate punishment in departmental enquiries into corruption.*—That fact that the bribe-giver as well as the bribe-taker is liable to punishment.

III.—Means and occasions of bribery.

6. The Committee's findings on this point are as follows:—

(1) That in spite of the orders already referred to prohibiting the acceptance of *dalis*, it is believed that there are certain officers who do not always conform to these orders, and that further steps are necessary in this direction. The Government calls upon all heads of departments to insist upon literal obedience to these orders.

(2) That a custom exists whereby some officers habitually borrow conveyances. This should cease unless there is reciprocity, as it leads to misrepresentation. In future an officer borrowing a vehicle from an Indian for more than a single trip should report the fact to his immediate superior unless he is in the habit of lending a vehicle of his own in similar circumstances to Indians.

(3) That the purchase of commodities through subordinates should be specifically prohibited. This rule must be strictly observed.

(4) That delay facilitates corruption, and that consequently delay almost more than any other fact should lead a superior officer to suspect corruption.

Government accepts these conclusions, and hereby draws the attention of its officers to the above points.

IV.—Suggestions of the Committee as to the special remedies to be applied.

7. For the purposes of this consideration the Committee divides officials into 2 classes—(*i*) those who are above ministerial and menial status; (*ii*) those of ministeral and menial status.

The object of Government's enquiries, the Committee concludes, is the immediate removal from Government service of the corrupt officials of the first class, and with this end in view it puts forward the following suggestions:—

(*a*) That Deputy Commissioners should forthwith be directed to commence confidential enquiries as to any officers of any department

ment in class (*i*) who may have acquired a reputation of so notorious a character as to make such enquiry advisable.

(*b*) That the Deputy Commissioner should report the names of such officials to Government with a note as to his private opinion as to such a charge.

(*c*) That Government should consider the report in the light of the officer's previous records, and if satisfied that the reputation is undeserved take no action.

(*d*) If not so satisfied, then it should call upon the officer concerned through the head of his department, for an explanation.

(*e*) If the explanation is not satisfactory that the officer in question should be given the option of resigning.

(*f*) That if he refuses to do so, he should be transferred and an enquiry whether departmental, police, or judicial, should be made into his conduct.

8. As regards officers of class (*ii*) above, the Committee are of opinion that it will be sufficient to draw the attention of departmental officers to the fact that Government is determined to put down corruption, and that they should take such steps as may be possible for the removal of the worst of their subordinates against whom charges of corruption can be established. It is suggested that where there is sufficient evidence against an official of this class he should be allowed to resign, taking any pension or gratuity that he may have earned, but that if he demands an enquiry, such enquiry should be held, and if proved guilty he should be dismissed without pension or gratuity.

9. In addition to the above special measures the Committee make the following suggestions:—

Suggestions of Committee as to general remedies to be applied.

(1) That Government's intention to stamp out corruption, and the responsibility of supervising officers for the misdeeds of their subordinates, if these misdeeds are due to lack of supervision, should be impressed upon officers of all departments.

(2) That there should be wide advertisement of Government's intention to put down this evil, and to this end it is suggested that the Government proclamation of March 1917, as recently repeated, be read out in local Durbars.

(3) That Deputy Commissioners should ask for the co-operation of the leaders of public opinion.

(4) That more attention be paid to reputation in making promotions and in making recommendations for honours.

(5) That consideration should be paid to family reputation in making appointments to any service.

(6) That active propaganda should be instituted amongst vilage panchayets asking for co-operation.

(7) That the head of the department should personally make promotions and see that none of his subordinates make recommendations.

(8) That the entry in character rolls as to amount of property held by every official should be amplified so as to show his expectations

by inheritance, that there should be a more careful check and that entries should cover acquisitions not only of the official concerned but those of his wife and children as well.

(9) That where there is any suspicion that a bribe has been extorted the bribe giver should invariably be granted a pardon.

(10) That Government officers should be forbidden to purchase commodities through their subordinates.

(11) That the system of contractors for the supply of commodities to touring officers should be extended.

10. With reference to the above suggestions, the Governor in Council accepts the view of the Committee that an official ought to be put upon his formal defence on a reputation for dishonesty recorded by a succession of his superiors, and he considers further that departmental punishment may properly be awarded unless the official thus charged can give such an explanation of his bad reputation as may avoid the conclusion that he has been habitually corrupt: even though no specific instance of corruption be proved against him. In order to provide a safeguard against erroneous conclusions, cases of this kind in executive departments subordinate to the Punjab Government will be dealt with by a tribunal, consisting of a Financial Commissioner, a Commissioner, and the head of the department to which the implicated official belongs. The charge will take the form of a statement reciting the opinions of the officers who have recorded that the accused has a reputation for dishonesty and calling upon him to show cause why he should not be removed from the service or otherwise subjected to departmental discipline by reason of this reputation. When the officer concerned is a judicial officer, it has been decided, with the concurrence of the High Court, that the tribunal should consist of three High Court Judges selected by the High Court for the purpose. Character rolls in all departments should now be scrutinised and action taken in any case which may appear to require it.

11. In regard to the suggestion marked (9) above the proper course appears to be to give to the bribe-giver a promise that he will not be prosecuted, in all cases in which there is good reason for believing that the bribe was extorted by pressure.

In other respects the Governor in Council accepts generally this group of the Committee's proposals.

VI.—Suggestions of Committee for specific remedies in various departments.

12. The following remedies are suggested in the various departments, by the Committee:—

A. CIVIL ADMINISTRATIVE.

I.—*Judicial.*

(*a*) Diet money whenever not paid to the witness in open court, should be transmitted to the depositor by money order as soon after the decision of the case as possible.

(*b*) Special means should be devised to ensure that there is no delay in the supply of copies of orders and that the fees charged are not in excess of those authorised by rule.

II.—*Revenue.*

(*a*) Patwaris and Kanungos should receive better pay and so a better class of men attracted.

(*b*) Managers of estates of wards of court should be more carefully selected and supervision over them should be more strict.

(*c*) The existing orders of Government whereby officers are forbidden to contract large debts or to take part in business transactions of a speculative nature should be strictly enforced.

B.—POLICE.

(1) The abolition of circle inspectors should be considered by the Police Department. The Committee's opinion is that they serve no useful purpose.

(2) That the method now in force of collecting large numbers of persons in one place for the purpose of the investigation of a case be abolished and the investigating officer be ordered (as the practice is in England) to make his enquiries by proceeding from house to house. In the opinion of the Committee, the existing custom makes opportunities for "rishwat dalal."

(3) Some reform in the method of preparing police diaries would seem imperative. This is a matter for the Police Department to decide, but the Committee's opinion is that under existing practice there is great opportunity for tampering with these diaries.

(4) Accused persons should not be remanded to police custody save in very exceptional circumstances, the reasons for such remand being supported by evidence.

(5) Some Magistrates are believed to be in awe of the police, a circular should issue pointing out that any attempt by police officer to influence Magistrates is most improper.

(6) That the pay of Sub-Inspectors should be raised in some degree in order to permit their living in requisite style, honestly, without private means, while that of Head Constables should be substantially raised if they are to be permitted to exercise the important function of investigating officers.

C.—JAILS.

(1) The Committee is of opinion that without reform in this department it will be impossible to stop corruption. In most districts the Civil Surgeon is the Superintendent of Jail; he is too busy to exercise requisite supervision and control.

The Committee would suggest that the Jailor be made independent of the Civil Surgeon and that possibly an increase of pay would attract a better class of officials to this line.

(2) The system of non-official visitors to the jails is open to improvement. It is suggested that persons of independent character be chosen for these posts and that they be granted increased powers to receive complaints from prisoners and bring these to the notice of the Inspector-General.

D.—MEDICAL.

For the cure of the deplorable corruption that is believed to exist among Assistant Surgeons and Sub-Assistant Surgeons the Committee has no cure to suggest ; it can only express a fervent hope that public opinion will gradually mitigate the evil.

E.—CANALS.

(1) The present system of assessment of water rate lends itself to corruption in a marked degree, the Committee believe that the only remedy is the adoption of a method by which water will be sold in bulk. Experiments are being made in this direction, but there is strong reason to believe that the subordinate staff is doing its best to cause them to fail.

(2) Until water can be sold by bulk greater vigilance is essential, the Committee therefore suggest that a special officer should be appointed on each canal for this purpose, they further suggest that this officer should work directly under the Commissioner of the Divsion.

(3) The small amount of work done by canal officers in their capacity of magistrate does not in the opinion of the Committee justify their being given magisterial powers ; these should therefore be withdrawn.

F.—PUBLIC WORKS DEPARTMENT ROADS AND BUILDINGS.

In this department corruption would seem to take the form of a conspiracy between subordinate officers and contractors to defraud Government. The only remedy for this is ceaseless vigilance on the part of the controlling officer.

G.—FORESTS.

In addition to the form of corruption noted in the Public Works Department (Roads and Buildings), the Forest Department is marred by the petty bribery obtained for breaches of forest rules. The remedy suggested is enlistment of a better class of recruit and ceaseless vigilance by controlling officers.

H.—EDUCATION.

In this department corruption would not seem to be extensive and here alone is it probable that the bribe-giver is more usually to blame than the bribe-taker. The remedies suggested are increase of pay and increased vigilance on the part of inspecting officers.

13. The Committee's suggestions outlined above, will be communicated to heads of departments for consideration and adoption where possible.

Government accepts the Committee's views generally but as regards the recommendation to increase the pay of certain officials would once more point out that much has been done in this direction during the past year.

The question of the abolition of Circle Inspectors of police is already under consideration.

VII.—Suggestions upon the adoption of which the Committee was divided,

14. These are two in number and are supported by three Members, while opposed by the remaining two. The first is that a special commission should be appointed to visit all districts and make enquiries against officials who are believed to be corrupt. The second is that in each district should be established an Advisory Committee whom the Deputy Commissioner should consult periodically as to the character of the various officials serving in the district.

Government has given very careful consideration to these two proposals, but it has very great doubts of the utility of a Special Commission such as is proposed. The suggestion of an Advisory Committee is one which has been put forward on previous occasions also. The arguments which weigh most with Government are that an Advisory Committee, unless of very large size, would not be fairly representative of all classes of the population of the district, and it would tend to substitute the permanent influence of a particular group for that general accessibility to all classes which is one of the most important duties of a District Officer.

15. In conclusion the Governor in Council desires to thank the Members of the Committee for their patient and thoughtful analysis of the causes and remedies of this great evil, and to express the hope that the public will co-operate with the Government in putting an end to it.

Commutation of Pensions.

BURMA GOVERNMENT'S CIRCULAR.

The Lieutenant-Governor has had under consideration the principle on which Government pensioners should be permitted to commute a portion of their pensions and is now pleased to lay down the following principles which will be observed by the Local Government in dealing with applications to commute pensions and should be kept carefully in view by all Heads of Departments and Offices in examining and reporting on such applications.

In the first place, it must be clearly understood that commutation, is not a matter of right but a concession, and the Local Government has full discretion to grant or with hold commutation at its pleasure. The criterion must generally be the amount of funds available to meet the applications for commutation. When the total demand is in excess of the available funds the demand must be reduced and the applications must be considered in order of necessity and reduction be effected by refusing in whole or in part, or postponing to another year, requests emanating from persons who, on the evidence before the Local Government, have means of their own. It is in no sense an absolute rule that commutation will be refused where the possession of private means is established, as stated above, the decision will depend; other conditions being excluded, on the funds available.

Apart from medical examination, there are three essential conditions for the commutation of pension. The first is that not more than one-third of the pension may be commuted, the second is that the commutation must be to the distinct and permanent advantage of the pensioner or his family, and the third is that the residue of the pension must be sufficient to maintain the pensioner in his proper station of life. As regards the second condition, it is to be noted that the benefit of the pensioner's family may be taken into consideration. If, for example, a pensioner's only dependent is his wife, without means of her own, unable to maintain herself and with no prospect of remarriage after his death, this would be a reason for allowing commutation in order that the pensioner should build a house, which will either shelter or provide a small income for his widow after his death. In connection with the third condition the Lieutenant-Governor has decided that no commutation should ordinarly be sanctioned if the balance of pension after the commutation is less than Rs. 20 per mensem, and Heads of Departments are accordingly authorized to withhold all such applications for commutation unless special circumstances are present which lead them to think that an exception should be made to the ordinary rule.

As regards the purposes which are recognized as justifying commutation the Local Government invariably declines to consider applications in which the commuted amount is proposed to be used for enterprises which are in any degree speculative. This criterion would accordingly rule out commutation for most business enterprises. The only purposes which are accepted as legitimate are: —

(*a*) the liquidation of debt,
(*b*) the purchase or building or repair of a house,
(*c*) the education of children, and
(d) the marriage expenses of daughters of Hindu pensioners.

In sanctioning commutation for the liquidation of debt, the object is to relieve the pensioner from threats of litigation and interest charges amounting to as much as, or more than, the amount of pension to be commuted. Vague allusions to petty debts must, therefore be ignored, and only those liabilities considered which are supported by documentary evidence, such as bonds, pronotes and mortgage-deeds on landed property. Such documentary evidence must be carefully verified. In these cases the commutation should always be conditional on the redemption of the documents in proper form in the presence of the Treasury Officer or a responsible authority deputed by the Head of the Department.

Applications for commutation for the purpose of purchasing or building houses require careful scrutiny. Apart from the point mentioned above, and the important question as to whether the pensioner will by securing a house escape the payment of rent, etc., amounting to more than the commuted portion of the pension, there are other matters also for consideration. In cases of commutation for purchase, it is desirable that the applicant should have already selected the house and if he has not done so a period of, say six

months, should be fixed within which he must complete the transaction. The Deputy Commissioner of the district should be requested to see that the whole of the commutation money is applied to the purchase of the house, and that the sale deed is duly executed and the money paid in the presence of the Treasury Officer or an officer deputed by the Deputy Commissioner for this purpose. The risk of the house being mortgaged or sold by the pensioner remains, but it is impossible to guard against this, except by careful verification of the *Pensioner's bona fides* and of his financial position.

When commutation is sanctioned for building, the Deputy Commissioner should be requested to see that the money is properly spent and the contractors paid. Repairs, which should always be repairs to the pensioner's own house, should be dealt with on the same lines, but applications for alterations and enlargements must be scrutinized with special stringency and should not be countenanced unless they relate to absolute necessities.

Applications for commutation for the education of children will be sanctioned only in the most exceptional circumstances, *e.g.*, when a pensioner's son is fully committed to a certain course of education which is incomplete but which his father, owing to loss of income on retirement or for other reasons reflecting no discredit on him, cannot possibly continue to finance. Education of nephews and other dependents cannot be recognised as a legitimate reason for commutation, nor is the education of a son if it has already reached a definite stage, *e.g.*, school-leaving or matriculation. But if a boy is half way from matriculation to B.A. or half way up the school ladder or requires to complete a course (already begun) in England, there would be some ground for acceding to the application.

Great importance is attached to marriage ceremonies by Hindus and the religious sanction is so powerful that Hindu fathers of daughters are practically unable to avoid incurring such expenditure. But such applications will be sanctioned only on condition that it is definitely ascertained that the amount asked for is reasonable and economical and not on a pretentious scale and that the pensioner is not in a position (failing commutation) to defray the expenses without incurring debt. Further, in no circumstances, will commutation of more than one-fourth of pension, subject to an absolute maximum of Rs. 2,000, be sanctioned.

PART IV.—Miscellaneous.

THE MYSORE ECONOMIC CONFERENCE.

13th Session—6th June 1922.

Opening Speech by the President.

EXTRACTS.

Work of the Central Boards.

The Boards of Education, Agriculture, and Industries and Commerce, met only four times during the year in accordance with the revised orders as against six meetings which they had in the preceding year. The reduced number of meetings has, as might be expected, affected the number of subjects which could receive attention during the year and the Boards of Education and Agriculture could not on that account, carry out in full the programme of work that had been approved at the last Session of the Conference. Nevertheless, the most important items on the programme received full consideration and recommendations were submitted by the Boards for the approval of Government. The Board of Industries and Commerce was able to attend to nearly all the items included in its programme.

Among the subjects dealt with by the Board of Education, the most important were the establishment of a Central Publication Bureau for bringing out scientific text-books in Kannada, proposals for improvement in the administration of backward community scholarships, introduction of the system of term promotions in Primary and Secondary schools, the institution of endowments for the maintenance of Village Elementary aided schools, education of factory children and of men in the Mysore Army, the revision of curricula of Kannada Primary Boys' and Girls' schools, simplification of the procedure for the payment of local contributions for educational buildings, etc. You are aware that, to carry out the programme of educational reforms, it is necessary to find additional funds and till now, the scheme of financing the reforms has not succeeded owing to the failure of the District Boards to contribute any part of the revenues assigned to them for the purpose in 1916-17. It is therefore essential that every kind of private and voluntary effort in the cause of education should be enlisted. As an integral part of the scheme of educational expansion of

recent years a large number of aided Village Elementary schools were established, the pay of the teacher being met partly by Government as a grant-in-aid and partly by the villagers themselves. Experience has proved that the contribution from the villagers is an uncertain factor and could not be depended upon, with the result that many of the schools which were started at the request of the villagers themselves have since been either closed, or are in a languishing condition. The question received the careful consideration of Government when they passed orders on the Education Memorandum. You know it has been decided that, as far as possible, these schools should be converted into Government schools at the rate of 250 every year. But as, in view of the changed financial conditions, progress hereafter must necessarily be slow, it may not perhaps be unwise to try to quicken into life some of these aided institutions where the people of the village might be really earnest and enthusiastic. The question having been considered by the Education Board they have recommended that, in order to remove the uncertainty involved in the villagers' contribution towards the pay of the teacher, the villagers might be encouraged to make an endowment of about a thousand rupees or so in the course of two or three years which may be funded and the interest thereon utilised for the part payment of the teachers' salary. Such schools may also receive preferential treatment in regard to conversion into Government institutions, the total fund in that case being taken as a contribution towards the school building in the village. It seems to me, gentlemen, that the proposal is a sound one and is calculated to introduce some amount of stability into the scheme and will supplement the efforts of Government in placing the large number of Primary schools on a proper basis.

In fact, the State, in undertaking the responsibility of providing for primary education, can do so only as a trustee for the local bodies, so long as the latter are not ready. Whether the funds are provided out of the general revenues, or by local educational rates or cesses levied and collected by local bodies, the management must more and more largely devolve on the local bodies themselves; for, self-education for the masses, as for the individual, is the best part of education, and local variations and experiments, which are the outcome of local needs and resources, can alone give meaning and usefulness to any scheme of compulsory universal education. A compulsory scheme of a more or less 'abstract' education, out of touch with the concrete requirements of the people and not rooted in the soil, would indeed make the people less efficient and more helpless in the struggle for life. Accordingly, the State must do nothing to impair the sense of responsibility in the local groups and communities themselves. It is hoped that the Education Board will keep these questions in view in the coming year and concentrate their attention on solving the difficulties which the Government have now to face.

Among the many subjects dealt with by the Board of Agriculture might be mentioned the development of horticulture, the administration of *takavi* loans by the Agricultural Department, the development

of commercial crops, improvement of live stock, formation of mulberry plantations, establishment of a silk league for pushing on the sale of Mysore silk by the standardization of prices and qualities, and the levy of an *ad valorem* duty on reelable cocoons exported outside the State. The last proposal, which is a very important one, will come up again for discussion as a separate proposition before this Conference. The object of the proposal is to encourage and promote the manufacture, locally, of at least a portion of the raw silk produced in the State. The question is not free from difficulty but I trust that with your help and valuable suggestions we may be able to arrive at a satisfactory solution.

The most important subjects dealt with by the Board of Industries and Commerce were the consideration of measures for tha establishment of a sugar factory, paper pulp manufactory, examination of the policy regarding the development of mineral resources, utilisation of forest economic products for industrial purposes, question of providing facilities for the acquisition of land, supply of water and electrical energy for industrial undertakings, and industrial and trade finance by Government through banking agencies.

7. Owing to the extraordinary rise in the price of sugar some time ago, the question of establishing a sugar factory in the State received thorough and careful attention from all standpoints. Even before the publication of the report of the Indian Sugar Committee, His Highness' Government promised special facilities in the shape of grant of lands, etc., to private capitalists or joint-stock concerns who were willing to start a sugar factory on a reasonably large scale but the response was not encouraging. An investigation was made as to the availability of suitable irrigable land in large blocks for growing sugarcane, with special reference to the lands below the Sulekere lake and the Vani Vilas Sagara. After a thorough enquiry the Board have recommended that a list of lands which might be regarded as suitable for growing sugar-cane on a large scale might be prepared and published for general information together with an account of the facilities regarding land tenure, water rate, etc., which the Government might be willing to give to intending capitalists prepared to start a factory. The question is yet before Government. But judging from present indications, as well as from the recent fall in the price of sugar and jaggery, it seems doubtful whether any practical scheme will soon materialize. The policy to be followed in regard to the development of mineral industries received consideration at the hands of the Board. About two years ago, Government passed orders that certain areas known to contain valuable mineral deposits should be reserved against immediate exploitation as it was thought that the Department of Industries and Commerce might carry on experiments, and eventually exploit them on behalf of Government. The Board felt that this policy of reservation did not promote private enterprise but hampered the development of mineral industries and a recommendation has accordingly been submitted to Government that the reservation might be removed. The question is now under the consideration of

Government. The improvement in the cultivation and refining of lac, a valuable product of our forests, also received the attentoin of the Board of Industries and Commerce and the Board of Scientific Advice. The question of encouraging the formation of joint-stock companies for industrial and trade purposes was examined by the Board and their recommendations have recently been approved by Government.

Work of the District Boards-

As regards economic work in the districts, it is within the recollection of the members of this Conference that my distinguished predecessor, Sir M. Kantaraj Urs, in his Address to this Conference last year, referred, with a feeling of disappointment, to the work done by our agencies in the districts. I regret, I have to repeat the same sense of disappointment as I do not see any material improvement.

* * * *

Work of the Development Departments.

Gentlemen, you will perhaps also expect to be informed at this Conference how the development departments in the State worked during the year. In the sphere of education, the Department was engaged in the preliminary work of giving effect to the instructions contained in the Government Order on the Education Mermorandum. This is a huge task, but it must be accomplished however slowly and whatever difficulties we may be faced with, if the question of mass education should receive a satisfactory solution. Government and the Department are giving considerable attention and concentrating all their available resources for carrying out the objects in view.

The Department of Agriculture has been devoting as usual special attention to increase the agricultural output of the country. Valuable experiments were made during the year in the utilization of new manures, improved methods of cultivation, improved seed supply, the prevention of fungoid pests and other matters. The improvement of live stock and the development of the valuable industry of sericulture also received due attention. The most important feature in sericultural work has been the establishment of a filature in Mysore for reeling silk. As you are aware, though Mysore produces a large quantity of silk every year, valued at nearly 40 lakhs of rupees, the bulk of it is exported in a raw condition for manufacture outside the country. As the result of a long and careful investigation which included tests with Mysore cocoons in the leading filatures of Europe and India, and the first-hand study of reeling organisations, a filature with a unit of 12 basins is now under erection in the Exhibition Buildings in the capital city. It is a modest venture but if it succeeds, as we all hope it may, it may prove to be the pioneer of a most prosperous industry in the State.

In a memorandum before me, the Director of Agriculture has estimated the increase in agricultural wealth due to the operations of

the department in tens of lakhs every year. Even assuming that the estimate can only be very rough, I have no doubt you will agree that the activities of the department have been instrumental in adding very substantially to the income of the raiyat from agriculture which is the staple industry of the State.

The Department of Industries and Commerce was engaged in granting loans for industrial purposes and for the purchase of machinery, in pioneering new industries, in carrying on demonstrations and experimental work in giving free technical advice, wherever possible to trades and industrialists, and generally in stimulating by propaganda and other means, private enterprise for industrial work. Owing to the financial stringency, the grant of *takavi* loans had unfortunately to be limited to about Rs. 40,000 against the budgetted grant of Rs. 75,000. A large number of applications had been received which is evidence of the growing desire of the people to take more and more to industrial occupations, but unfortunately many of them had to be rejected.

As you are aware, the department have started and have been managing for some years certain industrial undertakings. These are the Industrial Workshop, the Art Workshop, the Weaving Factory, the Metal Factory and the Soap Factory. Some of these were started partly as demonstration, and partly as experimental, concerns. At the commencement, owing to unskilled and untrained agency, mistakes were committed and all of them could not be worked with the same measure of success. Profiting by the lessons of the past, Government have been overhauling and re-examining each of these concerns. The Central Industrial Workshop, which has been overweighted with certain items of heavy capital expenditure, will be reorganised and run hereafter on a strictly commercial basis. It will be employed mainly in executing repairs and renewals for Government Departments, in the manufacture of simple machinery for agricultural purposes and in attending to private repair work if time and resources permit. The Art Workshop, which is partly educative in character, is capable of being worked so as to yield a profit. Improvements are also needed in the methods of manufacture as well as in the marketing of goods produced in the Weaving Factory. This question is receiving the special attention of the Director of Industries and Commerce. The Metal Factory, which was started as a pioneer concern, has been transferred to an influential local syndicate and the Soap Factory, which may be pronounced to be an unqualified success, will also be transferred to private agency after Government are satisfied that a proper company will be established locally on a satisfactory basis to run the concern. The produce of our Factory, *viz.*, the Mysore Soap, has already acquired great popularity in the Indian markets and the department deserves congratulation for having made a success of this enterprise.

12. As a result of the earlier activities of the Department of Industries and Commerce, a number of power installations for industrial purposes were established throughout the State, but complaints

have been received frequently that some of them, particularly the pumping installations had occasioned loss to the owners. Here, again, it must be confessed that in the earlier years, when the work was new and the officers of the department had themselves not acquired sufficient experience, it is possible that mistakes were made in the selection of machinery, in not choosing the proper locality, or the proper kind of persons to run the concerns. As promissed by my predecessor at the last Session of the Conference, a detailed investigation as to the condition of each of these installations was carried out by the Director of Industries and Commerce and from a report sent by him, it is found that out of 197 concerns now in existence, 184 have received financial assistance from Government in some form or other. They consist of 31 pumping installations, 27 rice mills, 5 oil mills, 14 flour mills, 4 tile factories and 103 other enterprises.

In all the 184 installations for which loans have been granted by Government, more than 50 per cent are worked with profit and in 35 per cent more the results would be better if the management were more efficient and the concerns had more working capital. The concerns which do not yield profit or have been shut down are reported to be about 25.

Of the pumping installations 19 are actually working at present, 6 have completely stopped work due either to increase in the cost of liquid fuel or disputes among the partners. The others are only used occasionally as a stand by on occasions of drought. Actual experience has shown that, for irrigating an acre with the aid of such installations, the cost amounts to about Rs. 80 and that it is not desirable to start such installations unless the owners are able to irrigate at least 10 acres of good land and raise commercial crops.

The majority of the rice mills are working satisfactorily and 14 of these are reported to be yielding good profit. With regard to those that have not worked well, failure in the case of two installations is due to differences among partners. Three installations have been erected at places which do not happen to be centres of trade, two concerns have no efficient management and three others could not get adequate working capital.

The oil mills are yielding good results owing probably to the fact that the persons who started the concerns have shown greater business capacity.

In this connection it is pleasing to note that the use of electricity for industrial purposes in the cities of Bangalore and Mysore has been steadily on the increase. The number of such private installations in the year 1918 was 80 in Bangalore and 32 in Mysore; but in 1920-21 they have increased to 116 and 52 respectively. The quantity of horse power utilised in these concerns excluding, of course, the Gold Mines, has increased from 3,111 to 3,647. We have good grounds for hoping that the availability of cheap electric power in our capital cities will soon lead to a rapid multiplication of small industries.

Turning now to instances of large private enterprises within the State, some noticeable developments have taken place during the

year. My predecessor referred, at the last Session, to the establishment of the Sri Krishnarajendra Mills at Mysore and the Factory for the manufacture of essential oils by an influential local syndicate. Since then it is announced that two more spinning and weaving mills will be established in Bangalore, *viz.*, the Minerva Mills with a capital outlay of Rs. 30 lakhs and the Mahalakshmi Woollen and Silk Mills with a nominal capital of Rs. 20 lakhs. Work is proceeding for the establishment of both these concerns. The Mysore Pioneer Industrials have started a woollen mill near Hebbal, having secured an expert from England, and the erection of the machinery is stated to be complete. A former officer of the State Geological Department has been responsible for the floating of a concern known as the Mysore Clay Works for the manufacture of table-mould and fire bricks. A good deal of interest has been exhibited by various capitalists in the exploitation of kaolin deposits. Government having advertised certain concessions in this matter, a local capitalist availed himself of the offer and has arranged to start a porcelain factory near Bangalore. Government have under contemplation the throwing open of the Oblapur lime-stone deposits in the Tumkur District to private enterprise for the development of an industry in lime products.

The Mysore Paint Works which was given certain concessions by Government in the year 1920 has been registered as a joint-stock company and arrangements are being made to start operations, but the response to the appeal for the capital is stated to be small.

Present Outlook.

The need of restricting expenditure on the services to the lowest possible minimum has necessitated a re-organisation of the Department of Industries and Commerce on the basis of a smaller grant. This question is now under the consideration of Government, but, though the grants will be reduced, I may assure you that the main lines of activity will be maintained. Similarly, the budget of the Economic Conference organisation will have to be revised. We cannot afford expenditure on all those items of propaganda and investigation which we were used to in the past. With a reduced establishment, we must be prepared to go slow. But this only means, that economic work will hereafter have to be attended to more and more by the people themselves and less by Government. This was indeeed the ultimate idea of the promoters of this Conference. This means also that the responsibilities devolving on the members of this Conference for the improvement of the economic condition of the people will be greater than before. We need not be disheartened by the unfavourable symptoms in trade and industry; they cannot last for ever. On the other hand, for that very reason we should put forth special efforts in directions in which immediate results can be obtained. For example, there is a great future for the weaving industry. The Director of Industries and Commerce is now engaged in investigating the possibilities of introducing power looms for weaving silks and cotton fabrics

in the cities of Bangalore and Mysore where electric energy is available. I understand that the experiments are extremely promissing and if private enterprise could be enlisted on an adequate scale, the total production of the State can be greatly increased.

Besides power looms in the cities there is great scope for the expansion of the weaving industry in the interior of the State. Certain improved appliances introduced by the Government Weaving Factory have attracted some attention and obtained the first prize in the All-India Exhibition held at Patna recently. I mention the instance of the factory to show what scope there is for private enterprise and propaganda work by non-official gentlemen.

The other cottage and rural industries also require attention. According to the Industrial Census held in connection with the last decennial Census, the important rural industries prevalent in the State, besides hand-loom weaving, or sericulture, manufacture of bricks and tiles, carpentry and sawing timber, manufacture of carts and agricultural implements, manufacture of metal ware, mat and basket making, rattan work, rope making, pottery, oil pressing, and tannery and leather work.

Government are placing a small grant at the disposal of the Director for experimental work during the year on these industries, but this cannot go very far and for some time to come, the responsibility for the development of this branch of work must rest with the people themselves. The District Boards, particularly, should in the coming year pay special attention to these matters.

Future Work and Programme.

I will conclude this resume of our proceedings with a few general observations bearing on our present situation. An extensive survey of the economic field with general pioneering work has been our aim in the first decade of our existence. But this "extensive" development, with the equally extensive propaganda work which we have hitherto pursued, must now be followed by a plan of "intensive" development, directed to the production of definite results in restricted fields which we must single out for our concentrated efforts. That was the principle which, as Chairman of the Industries and Commerce Committee, I urged in my speech at the Eighth (1917) session of this Conference. This is, indeed, the natural course of development, which even a Development Board cannot transgress, and which our financial position indicates to us as the wisest and most practicable. In agriculture, industries and commerce alike, we must now limit the field of our operation, plan the whole compaign deliberately, and seek to obtain our objective in a definite period of time and by definite successive steps. But not only must we define the objectives, we must choose the lines of advance. In other words, we must be guided in our operations by certain definite principles and methods adapted to our economic position and resources, and to the problems we choose to take in hand.

Let me illustrate this statement from the field of industrial development. Our chief objective latterly has been the investigation of large schemes, the starting of mills and factories, employing steam or electricity, and worked with comparatively large capital. But the development of these industries no longer stands in need of the initiative or enterprise of the Economic Board or the Department of Industries and Commerce, though no doubt the Board of Scientific Advice can yet do much to contribute to the success of these undertakings. But we are just in the stage of economic development which is best adapted to the growth of smaller scientific industries. Such industries have three characteristic features.:—(1) they are generally managed with comparatively small capital, (2) they are often in the nature of subsidiary industries and (3) they do not require high class or costly machinery. Many of these are chemical industries, implying some knowledge of applied chemistry or chemical technology and, in many cases, they turn to the utilization of waste products. No doubt the want of cheap fuel in this part of India is a drawback and tells to some extent against a number of chemical industries, but the same geological and physiological agencies which have stinted us in coal have provided us with water power which we have known how to harness in the service of the larger industries, and the difficulties arising from want of coal in the case of some of these chemical industries have been solved elsewhere, *e.g.*, in deltaic Bengal, and are not insoluble in the table-land of Mysore. The Development Boards cannot do better than attempt to develop such industries. An up-to-date industrial survey of Mysore economic products (including bye-products and waste products of industry) is the first requisite, and the Board of Scientific Advice can then chalk out the lines of advance. It is interesting to note that Japan's economic progress at the outset depended, and still to a great extent depends, on these middle grade industries which stand midway between the old handicrafts and the new large-scale and high class scientific industries. In India, our economic resources in cheap untrained labour and abundant raw products, with our comparative dearth of capital and our comparative backwardness in joint stock enterprise, exactly fit us for this intermediate stage between an agricultural and a highly developed industrial economy.

Another direction in which we must move, and that without delay, is the fostering of home or cottage industries, especially for the families of the cultivating classes in rural tracts. We must never forget the fundamental economic distinction between the two classes of cottage industries—*viz.*, those which employ *surplus labour*, of man, woman or child, in the home of a peasant family in the idle season, for example, and those which are regular crafts pursued as principal means of livelihood. The Department of Industries could no doubt improve this latter class of crafts, partly by the introduction of hand machines and improved tools where possible, and partly by arranging for sales and markets, but this work is of a limited scope and cannot succeed without the co-operative efforts of the people themselves,

stimulated, it may be, by the propaganda work of our Economic Conference. But much more than this is necessary for the other class of home industries, those based on surplus labour. These have to be carefully organized. And no greater source of prosperity or greater access of staying power could be brought to our villagers in the interior, who form the backbone of the population, than if the Development Board were in the course say, of the next 5 years, to establish, in select localities, suitable home industries engaging the surplus labour in each family for the production of some of the necessaries of life, primarily for domestic consumption and only secondarily, if at all, for sale. Articles of food, clothing and personal cleanliness, accessories of household utensils, furniture and hut building on an improved standard of living, and, as far as possible simple tools and simple repairs, are among the necessaries of life with which each rural household should supply itself by means of its own surplus labour, a reserve which indeed is neither scanty nor intractable for the rural population in India;—and the Board as well as the Department of Industries should be able to carry such a scheme through in certain select areas with the help of voluntary agencies, especially those in the nature of co-operative and social service organizations. We must of course avoid the mistakes of the past in regard to our activities for the development of home industries in certain selected centres, *e.g.*, Bangalore and Mysore, which created so much controversy at the eighth annual session of this Conference.

Turning to Agriculture, the intensive method is now a special feature of the development work done by our Agricultural Department and whatever success our model and experimental farms have recently attained in India after a long and arduous struggle, have been attained by keeping steadily in view some particular improvement--an improved seed here, or a new manure there. All that remains to be noted under this head is that the propaganda work among the rural classes for standardising or fixing the results achieved in the Department, should also be intensively pursued, instead of being dissipated over too wide a field or in the production and dissemination of bulletins on sundry topics.

I will now turn to development work in relation to commerce. The governing fact in this field is that the profits of the middle man arising from transport or the carrying trade are often greater than those of the producer or manufacturer, and may sometimes amount to 50 per cent or more of the entire profits accruing from the trade in any particular crop or commodity. Accordingly, the total volume of profits accruing from India's commerce with the world in the raw materials that form her staple produce is not of less value than the wealth that might be created by the establishment of scores of new industries or manufactures in the country. The tapping of this perennial and inexhaustible source is the real meaning and measure of commercial development. The business instinct which can successfully accomplish this task must be acquired by early familiarity with the operations of the market. That is the school for graduation in

Commerce. It is only by choosing men of the requisite temperament, canniness, the eye for a deal, or for the capabilities of a commercial situation, the rapid calculation of risks, the blend of courage and caution, which characterise the successful man of business,—it is only by choosing and training men of this type and not the accountant or statistician, the student of business methods or commercial law, of revenue or banking system, that we can succeed in turning out a race of commercial agents and correspondents competent to open up new channels of trade or commerce between two peoples or countries. And the only training which counts in the case is that which results from cumulative experience, especially that training which one imbibes in the plastic years of youth, from the atmosphere of the markets and exchanges themselves.

Youths of this temperament and training must be equipped with the knowledge of languages, of economic products and of business methods and sent abroad to open up new channels of trade, new exchanges of commodities with distant countries in the Old World as well as the New. The costly paraphernalia of Commerce Schools and Colleges or of a Department of Commerce, will no longer be a luxury when we have succeeded in building up foreign commerce with the help of these trained commercial agents and correspondents abroad. The training of such agents and correspondents for foreign commerce and the organisation of a wide network, in fact, of a system of commercial service in the markets of the wide world must now be the goal and objective of our Economic Board in the Commerce section, so that a lucrative opening may be found for enterprising youths of Mysore and the State may also thus establish a channel of trade commerce with foreign countries and markets thereby gradually ousting the middle man altogether who has no stake in the country and makes all the profits.

Gentlemen, I have detained you long with the account of our work and a few suggestions for our future plans. The times are out of joint and this Conference is really now on trial as the days of its adolescence are passed and it is entering on the period of strong youthfulness. Let it not be said that the constitution of the Conference is weak and that it is going to lead in the future an easy, indolent and useless existence. Government will gradually have to withdraw from the field of their previous work and the responsibility of the people to enter in large numbers there is now apparent; and by their industry they should reap a rich harvest. I have no doubt in my own mind that this responsibility the leaders amongst His Highness' subjects will in coming years most worthily discharge.

MYSORE REPRESENTATIVE ASSEMBLY.

Birthday Session, 8th June 1922

Address of the Dewan

EXTRACTS.

The Need for Balanced Budgets.

You will not expect me in my present Address to deal with matters of general administration which will be reserved as usual for Dasara session. The problem of finance transcends allother problems in these times of general dislocation of international exchange, trade and commerce, and of labour troubles, strikes, disputes and general industrial unrest in every country in the world. Here in Mysore we have felt the stock of these disturbances like the rest of India and have besides to contend against other local factors to be explained later, which have also contributed to undermine our financial position. The problem here as elsewhere is how to balance the budget. Almost every country in the world and every province in British India is suffering from excess of expenditure over revenue in a very large measure due to the aftermath of the War, the economic effects of which have gained considerable momentum during these past few years of so-called reconstruction. The situation is due not to any one cause but to the cumulative effect of several factors, the chief of which may be summed up in high prices, increased cost of living, unstable exchange and inflated currency together with a shrinkage of revenue in certain directions. The general unstable nature of the world's finances has become so prominent a factor in the administration of every country that international conferences in Europe have been repeatedly urging the fundamental principle of balanced budgets. The Brussels Committee of financial experts which met under the auspices of the League of Nations in 1920, passed a resolution under the heading "Imperative Requirements" as follows:—

"The country which accepts the policy of budget deficits is treading the slippery path which leads to general ruin; to escape from that path no sacrifice is too great. It is imperative that every Government should as a first social and financial reform on which others depend.

(*a*) restrict its ordinary expenditure including the service of the debt to such an amount as can be covered by its ordinary revenue;

(*b*) abandon all unproductive extraordinary expenditure;

(*c*) restrict even productive extraordinary expenditure to the lowest possible amount."

They added that Government whose finances have been badly disorganised are advised to immediatoly balance their budgets, and not to allow loan funds to be employed for meeting the cost of current requirements there being absolutely no justification for permitting deficits for the purposes of ordinary administration.

Recently, one of the resolutions of the Finance Commission of the Genoa Conference at which Sir Robert Horne presided, states "that so long as there is deficiency in the annual budget of the State which is met by the creation of fiduciary or bank credits no currency reform is possible and no approach to the establishment of the gold standard can be made. The most important reform of all must therefore be the balancing of the annual expenditure of the State without the creation of fresh credits unrepresented by new assets."

A Twenty Years' Retrospect.

I have taken some pains to analyse the various circumstances that have brought about the present embarrassing financial condition, and I wish to place before you the result of my close examination of those circumstances so that you may have the necessary data and information to enable you to go to the very root of our present troubles. I propose accordingly to present before you a bird's-eye-view of the State's finances during the administration of my predecessors commencing from 1901-02 to 1921-22, *i.e.*, for two decades. For a better understanding of the position it is necessary to separate the normal revenues of the State from (i) uncertain receipts and receipts of a capital nature, and (ii) receipts from financial investments and productive works, and the following *statement has been prepared accordingly.

I would like to explain in a few words the broad features of the finances of these two decades. The total assets of the State when Sir Seshadri Iyer relinquished office in the early part of 1901 were valued at Rs. 468 lakhs of which Rs. 218 lakhs were in the form of cash and investments and Rs. 250 lakhs in the shape of Capital Works including Rs. 229 lakhs invested on the Mysore Railways. The total liabilities of the State amounted to Rs. 259 lakhs of which it is only important to notice the Sterling Loan of Rs. 161 lakhs and the Rupee Railway Loan of Rs. 20 lakhs. Arrangements had already been made by the Dewan for the automatic repayment of the Rupee Loan, as well as of the Sterling Loan, should it be decided to repay the latter in 1936. The excess of assets over liabilities in 1901 was Rs. 209 lakhs.

Period of Surpluses.

The annual revenues of the State during the period of Sir P. N. Krishnamurti's administration gradually rose from Rs. 186 lakhs in 1901-02 to Rs. 215 lakhs in 1905-06, and the expenditure

* Omitted here.

chargeable to revenue, from Rs. 178 lakhs to Rs. 200 lakhs. The total amount of revenue surpluses realised by the State during this administration was Rs. 53 lakhs and the total capital outlay was Rs. 68 lakhs of which nearly Rs. 50 lakhs were incurred on electrical works including the second installation of the Cauvery Power Scheme and about Rs. 12 lakhs on the Gold Fields Water Supply. The total assets of the State had increased, when the Dewan relinquished office, to Rs. 570 lakhs and the excess of assets over liabilities was Rs. 268 lakhs. The Railway Loan of 1882 was paid up during this administration.

The first two years of Mr. Madhava Rao's administration witnessed the continuance of the prosperity enjoyed during the previous regime, the revenue in 1907-08 being Rs. 225 lakhs, the highest till then realised. In 1908-09, however, a serious distress reduced the Land Revenue collections from Rs. 102 lakhs to Rs. 87 lakhs and there was also a decrease of Rs. 4 lakhs in the revenue under Forest. The total revenues of the year had shrunk to Rs. 197 lakhs, a decrease of Rs. 28 lakhs as compared to the previous year. The total expenditure, however, during this period never exceeded the revenues and even in 1908-09 a small surplus of Rs. 3 lakhs was obtained. The Supari Halat was abolished in 1907-08 involving a sacrifice of Rs. $3\frac{1}{2}$ lakhs of revenue. The third installation of the Cauvery Power Scheme was financed during this period with the aid of a 4 per cent loan obtained from the conversion of the Savings Bank balances into a funded debt. Provision for a sinking fund to repay this debt was also made. The distress proved the wisdom of the measure adopted by the Government in their Order dated the 16th February 1907, directing the formation of a famine reserve to which it was proposed to credit Rs. 2 lakhs per annum. The excess of assets over liabilities when Mr. Madhava Rao relinquished office was Rs 336 lakhs.

The fall in the revenue in 1908-09 also emphasised the need for a Financial Settlement by which embarrassment in years of scarcity may be avoided by a prudent management of the finances under a carefully thought out programme. The elements of such a settlement were first elaborated by Rai Bahadur N. G. Basu in his Report on Mysore Finances in August 1905. Mr. Basu had suggested that the expenditure on administration should be restricted to 55 per cent of the normal revenue collections exclusive of a grant of about Rs 5 lakhs towards "Improvement of Municipalities." He also recommended the formation of various reserves aggregating about Rs. 21 lakhs out of the proceeds of the Gold Mining Royalty and suggested that the Cauvery Power Scheme revenues should be utilised towards supplementing the depleted cash balances. In 1908-09 Mr. Chakravarti reviewed the financial position in detail, and argued that it disclosed a deficit of about Rs. 5 lakhs per annum if provision were made for all the needful reserves estimated to amount to Rs. 11 lakhs exclusive of the depreciation fund necessary in connection with the Cauvery Power Works. The actual position was somewhat better and the note of alarm then sounded was apparently forgotten in later years as

the set back in the revenues experienced in 1908-09 proved only temporary, and the succeeding years started an era of large and continuous surpluses.

The total revenues during the period of Mr. Ananda Rao's administration increased from Rs. 220 lakhs in 1909-10 to Rs. 230 lakhs in 1911-12, while the expenditure rose from Rs. 194 to Rs. 202 lakhs. The total amount of the revenue surpluses realised during the three years was Rs. 83 lakhs and the total expenditure on capital outlay was Rs. 18 lakhs of which Rs. 7 lakhs were spent on the Krishnarajasagara Works initiated in the last year of the administration.

When Sir M. Visvesvaraya was appointed Dewan, the assets and liabilities of the State were Rs. 795 lakhs and Rs. 362 lakhs respectively. During the six years he was in charge of the administration, the revenues ranged between Rs. 255 and Rs. 315 lakhs. The Excise revenue showed a progressive increase from Rs. 47 lakhs in 1912-13 to Rs. 67 lakhs in 1918-19. Although the Forest revenue did not show progressive development, it was much higher than the average of the previous years in consequence of the enhanced prices realised in the sandalwood auctions, and later on, by the establishment of the Sandal Oil Factory. This revenue stood at Rs. 33 lakhs in 1912-13, dropped to Rs. 23 lakhs in 1914-15, rose again to Rs. 45 lakhs in 1916-17 and dropped to Rs. 32 lakhs in 1918-19. The net revenue under Railways increased from Rs. 9 lakhs to Rs. 15 lakhs in consequence of the increase in traffic and the reduced expenditure on renewals and replacements. A total amount of Rs. 58 lakhs was received from the British Government under Assigned Tract Revenue during this administration.

The expenditure of the State increased progressively from Rs. 202 lakhs in 1912-13 to Rs. 298 lakhs in 1918-19. In spite of these heavy increases in expenditure, large annual surpluses were realised up to the end of 1917-18, the largest being Rs. 82 lakhs in 1913-14 when Rs. 30 lakhs were received on account of arrears of Assigned Tract Revenue. The total amount of the revenue surpluses realised during this administration was Rs. 321 lakhs. In addition to the large growth in revenue expenditure, heavy charges outside the revenue account were incurred on account of the State's contributions towards the War amounting to Rs. 72 lakhs, not to speak of the substantial loss of nearly Rs. 48 lakhs sustained by the realisation of the invested securities to finance capital works.

The total capital outlay incurred during the period was Rs. 328 lakhs.

In the year 1917, Mr. Datta who had been summoned to advise the State in regard to its finances, prepared a scheme of Financial Settlement. He estimated that the normal surplus of the State was about Rs. 50 lakhs per annum, and recommended the institution of various reserves and a programme of courageous expenditure on measures for the material and moral improvement of the people, and for ameliorating the condition of subordinate officials in the various departments of Government. A scheme of departmental settlements

was also proposed under which a fixed allotment together with a defined proportion of the annual growth of revenue was allotted to each department. Mr. Datta however questioned the tremendous growth of expenditure chargeable to revenue. Government accepted his scheme of Financial Settlement which was brought into effect from the year 1917-18 and the scheme of providing for the reserves was introduced from 1916-17.

As regards capital expenditure Government decided in their Order Fl. 21503—G.F. 1861-5-5, dated the 24th October 1918 to incur a normal capital outlay of about Rs. 70 lakhs per annum of which Rs. 40 lakhs were to be spent from the balances at the credit of reserve funds and Rs. 30 lakhs from loans.

Deficit Years.

The year 1918-19, marked the beginning of the period of deterioration in the finances of the State. The revenue declined from Rs. 315 to Rs. 295 lakhs, and it was found impossible to adjust the expenditure to the revenues in consequence of a defect in the application of the scheme of Financial Settlement which had led to the growth of recurring expenditure against non-recurring accumulated balances at the credit of departments, and in excess of the rate prescribed in the Settlement. In spite of the fact that the revenues of the year were Rs. 65 lakhs in excess of those realised only six years before, the year's transactions resulted in a deficit of Rs. 3 lakhs.

This deficit went on increasing in the succeeding administration of Sir M. Kantaraj Urs in consequence of the shrinkage in the revenues due to the rise in exchange and the slump in the sandalwood oil market, and of increases in expenditure owing to the grant of high price allowances to subordinate officials, and the rise in the cost of administration in general. Another potent cause for increase in expenditure was the rise in interest charges due to the two loans floated during the administration for financing the capital works in progress. Mr. Datta had calculated that the total loss on account of payment of interest on borrowed capital for financing capital works would not be more than Rs. 13·20 lakhs in any year and would be limited to a total of Rs. 46 lakhs in five years. He had therefore provided in his scheme for an annual reserve of Rs. 9 lakhs towards the payment of interest on capital expenditure, during the period that must elapse before the capital works would begin to yield an adequate return. Unfortunately, it was not possible to make any grant whatsoever for this and other reserves including the famine reserve during the past three years. The deficit during the last administration increased from Rs. 11 lakhs in 1919-20 to Rs. 31 lakhs in 1921-22 and it had to be met partly from previous departmental balances and partly from the proceeds of loans. The total amount of new loans floated during the last administration was Rs. 335 lakhs excluding conversions of previous loans. The net assets and liabilities of the State on 1st July 1922 will stand as follows:—

Assets ...	...	...	Rs. 1,505 lakhs.
Liabilities	...	...	„ 933 „

Appointment of Special Finance Committee.

From what has been stated before, it must be clear that some remedial measures are immediately called for to prevent the further deterioration of the financial position of the State. The Government of His Highness the Maharaja fully realising the gravity of the situation, appointed in January last, a strong committee consisting of four non-officials and two officials and presided over by Rajasabhabhushana Dewan Bahadur K. P. Puttanna Chetty, C.I.E., with definite terms of reference.

The *ad interim* report of the Special Finance Committee is before you to-day. The Committee are performing with great industry a searchlight operation on the whole administrative machinery of the State. They are not merely confining themselves to the question of retrenchment in expenditure but are also going into the questions of policy involved, which were expressly excluded in the terms of reference to the Geddes Committee on national expenditure in Great Britain. The terms of reference to the Inchcape Committee recently appointed by the Government of India also omit questions of policy as being left exclusively to the consideration of Government.

Special Finance Committee's Conclusions.

Our committee in reviewing the five years' finances, have arrived at certain conclusions as to the causes which have rendered the State's financial position unsound. These are summarised as follows :—

" (i) Sufficient attention was not paid to the development of certain permanent sources of revenue, such as Land Revenue and Stamps.

(ii) Want of due appreciation as between stable and unstable sources of revenue, in the matter of utilising them for permanent or recurring expenditure.

(iii) Utilisation of the entire receipts from Mining Royalty as an item of normal revenue.

(iv) Raising the standard of service expenditure disproportionate to the average level of ordinary revenue.

(v) The starting of new services and expansion of activities of old service departments, simultaneously on a large scale.

(vi) Undertaking construction of numerous large buildings and other works without reference to the money available for completing them.

(vii) Simultaneous undertaking of a number of large capital works without reference to the resources available for financing them.

(viii) Incurring heavy expenditure from loan funds on projects which have proved wholly unproductive or which yield only a small fraction of the expected return and the consequent loss of interest, income and the creation of unproductive debt, the service of which is a burden on ordinary revenues."

The committee have prepared a statement showing that the total revenues do not suffice for meeting the present demands of service

departments after providing for all obligatory expenditure, and presenting a serious position of recurring deficits in the annual budgets. They have come to the general conclusion that "steps have to be taken for reducing expenditure and improving revenue to the extent of Rs. 50 lakhs so as to restore the budget to a state of equilibrium."

Diagnosis of the Present Situation.

The true diagnosis of the situation, I think, is that owing to the general prosperous condition of the State and the steady increase in its revenues, there was a growing desire to expand the activities of Government, increase expenditure on measures for the improvement of the material and moral condition of the people, and to start large schemes and public works involving heavy capital outlay, somewhat in rapid succession with the object of increasing the wealth of the State and its general economic prosperity. In the zeal and eagerness to finance these schemes and projects, no provision could be made for reserves and the uncertain items of revenue as well as revenues received from capital works and investments have been made use of to meet the additional heavy liabilities undertaken under recurring expenditure. This could not perhaps be avoided owing to the heavy and onerous programme of capital works to which the State had been committed, but the increase in expenditure as indicated by the inflated figures in recent years does not really and truly represent the exact degree of expansion in the administration of the State. For, the increased cost of living has necessitated the grant of relief to subordinate services to the extent of about Rs. 20 lakhs of additional expenditure per annum; the cost of the upkeep of the army and of materials and other necessaries for the different service departments has gone up enormously and the cost of materials for works and wages of labour have also risen. Due allowance has to be made for these factors before we can correctly estimate the real increase in expenditure due to expansion in recent years. The fact remains, however, that we are now confronted with a position of recurring deficits, and it is necessary to evolve a sound financial policy which could be spread over a triennium or a quinquennium by which the deficits may gradually be wiped out and we may regain our former financial position.

Budget Estimates, 1922-23.

The budget estimates for the coming year, anticipate a total revenue of about Rs. 310½ lakhs and a total expenditure of about Rs. 331¼ lakhs resulting in a deficit of nearly Rs. 21 lakhs. I shall first explain the noticeable features of the revenue and expenditure estimates before considering the policy to be followed for wiping out this deficit, and for securing a sufficient margin for improvement of administration. Under the principal heads of revenue, Forest shows an improvement of Rs. 6 lakhs and Excise a decline of Rs. 4½ lakhs. The revenue from sandalwood in the current year is comparatively low owing to reduced demand for sandal oil. The market for oil has

shown signs of revival in the past few months and a revenue of Rs. 10 lakhs from the Sandal Oil Factories is expected in the next year as against Rs. 7¾ lakhs in the current year. It is also proposed to take measures for a more rapid exploitation of timber from our forests with a view to augment the revenue of the Forest Department. Excise revenue has recently shown a tendency to decline owing to she decreased consumption of arrack and the reduced bids for shops offered in the recent sales, which accounts for the comparatively lower level of estimate adopted in the budget. The premium on gold is declining, and the estimate of revenue from Royalty on gold for next year is accordingly less than the amount expected to be realised in the current year. The net receipts from Railways are expected to be about Rs. 1½ lakhs better than the revised estimate of the current year due to the increased scale of rates and fares, and the general improvement expected to be shown in the traffic receipts owing to the provision of additional rolling stock. The revenue from Krishnarajasagara and the Electric Works is taken at Rs. 3¼ lakhs more than in the current year owing to a larger quantity of power expected to be taken up by the mines and other consumers, rendered possible by the sixth installation scheme which came into operation last month.

On the expenditure side, attempts have been made to reduce the level of charges wherever possible, and it will be seen, by a comparison of the budget estimate for the next year with the revised for the current, that there are reductions under the heads Excise, General Administration, Scientific and Miscellaneous Departments, Stationery and Printing, Miscellaneous, Courts of Law, Police, Public Works, Economic Conference, Education, Agriculture, Industries and Commerce, Grants for Public Improvements and Army. The effect of retrenchments and economies already made will be evident from a comparison of the figures of total expenditure for the current year and the next year, without deducting from them the expenditure met from balances at the credit of departments and reserve funds. Including Rs. 22 lakhs for Interest and Sinking Fund charges, the total expenditure in the current year is Rs. 337½ lakhs, while in the next year including Rs. 43 lakhs on the same account, the total expenditure is Rs. 332½ lakhs. The real reduction is thus Rs. 16½ lakhs.

It is necessary, in this connection, to explain the entry of Rs. 16½ lakhs under Extraordinary Revenue (at page viii of the budget estimates of the year). The surplus revenue of the Assigned Tract which, after the settlement of the question in 1912, was being paid to the State regularly according to the *proforma* accounts has under the orders of the Secretary of State, been withheld for the three years, 1918-19, 1919-20, and 1920-21 and the total accumulated surpluses which the State should have got but for these orders amount now to about Rs. 35 lakhs. As a result of the negotiations that are proceeding in the matter, we expect to get a sum of Rs. 10 lakhs almost immediately on account of the arrears without prejudice to the settlement of the general question, regarding which His Highness' Government have made a representation to the Government of India,

and have every hope that there will soon be a just and equitable decision. The additional Rs. 6½ lakhs represent the estimated surplus revenue for the year 1921-22 which is payable, under the existing arrangement, in the budget year. The State received on account of the Assigned Tract Revenue a sum of Rs. 30 lakhs in 1913-14, Rs. 9 lakhs in 1914-15, Rs. 10 lakhs in 1916-17, and Rs. 9 lakhs in 1918-19, and there have been no receipts subsequently. The receipts under this head have been irregular and fluctuating, but have been taken credit for in the budget for ordinary expenditure. The arrears constitute a non-repeating item, which should be kept in reserve for Special Charges. But at the present moment, as we have a very heavy demand on account of Sinking Fund and Interest Charges under the loans for which it is impossible to make full provision from the normal resources of the State, it is proposed to utilise the receipts under this head next year on account of Sinking Funds and thereby reduce the actual deficit to about Rs. 4½ lakhs.

The Present Position.

I wish however to emphasize the fact that a deficit of about Rs. 21 lakhs as shown in the budget represents the real situation, taking into account a fairly liberal estimate of revenue under some of the principal heads of revenue and a very restricted scale of expenditure in the various departments of administration. For instance, under Public Works the normal average expenditure including Irrigation charged to Revenue during the past several years, has been over Rs. 30 lakhs, and in the Forecast published in September 1919, the standard was fixed at Rs. 32 lakhs. The provision, therefore, made in the budget of a total of Rs. 24½ lakhs under both may be considered as totally inadequate to meet the requirements of the State. Under Civil Administration there is a decrease of nearly Rs. 6⅓ lakhs as compared with the accounts of 1920-21, and the revised estimate of the current year, while under Moral and Material Development there is a decrease of Rs. 11½ lakhs, as compared to the accounts of 1920-21 and of Rs. 3½ lakhs as compared to the revised estimates of the current year. The grants for Public Improvements have also been considerably cut down. The scale of expenditure provided for in the budget estimates of next year is in many respects below the standard of efficiency required to keep the administration up to its present level. From the *ad interim* report of the Special Finance Committee you will have noticed that that Committee has recommended retrenchments in the various departments of the State to the total extent of about Rs. 30 lakhs. If we take the total gross expenditure of the State at Rs. 344 lakhs, the figure at which it is stood in 1920-21, a year in which there was no expenditure incurred under extraordinary items, and compare it with the provision of Rs. 332 lakhs in the next year's budget it will be seen that, making allowance for the Interest and Sinking Fund charges of Rs. 10 lakhs in 1920-21, and of Rs. 43 lakhs in 1922-23, reductions and retrenchments have been effected already to the extent of about Rs. 45 lakhs, out of which Rs. 28½

lakhs represent the retrenchment effected in 1921-22. How far any further reductions and retrenchments are possible is a difficult question but Government are now dealing with the several recommendations of the Committee and without anticipating the decision of Government, I may venture to say that if the total of such further reductions can be brought to about Rs. 7 lakhs the utmost that can possibly be done in this direction would have been achieved. Such further retrenchments cannot be effected without impairing efficiency but the present exigencies of our finance may even demand such sacrifice. It is necessary not to over-estimate the improvement that may be effected in our financial position by retrenchments only. We have to improve our normal resources also. We have besides to introduce a system of sound distribution of our revenues so as to make provision for bad times and special expenditure. And lastly and chiefly, we have to separate and reclassify our resources which till now have all been put in the pool from which we have helped ourselves liberally in the past according to the circumstances and needs of each year.

Extent of Improvement Required.

If, therefore, the deficit of Rs. 21 lakhs, as shown in the budget estimates, correctly represents our financial position without taking into account certain well-recognised reserves and if provision is duly to be made in future years for them, we should have to add to the Rs. 21 lakhs another sum of Rs. 35 lakhs as shown in the margin which means that there should be an improvement to the extent of Rs. 56 lakhs a year in the finances of the State and I shall now explain in some detail the manner in which an attempt may be made to bring about such a result.

	Rs.
Mining Capitalisation Fund	11 lakhs.
Famine Insurance ...	5 ,,
Irrigation Capital Reserve	13½ ,,
Industrial Development Fund	1½ ,,
Special Reserve for non-recurring expenditure.	3½ ,,
Margin for additional expenditure ...	½ ,,

Classification of Resources and Expenditure.

For a proper appreciation of the exact condition of our finances, it is necessary to classify the different kinds of resources and to provide for all reasonable demands against each. I think that our finances can be broadly classified under three groups. Under the first group may be included all items of ordinary revenue and of the normal service expenditure. The annual contributions to such of the reserves as are required for stabilising the normal financial administration should legitimately come out of the resources of this part. Items of revenue which are only occasionally received, or which represent the value of the assests of the State, should be brought under a separate category and not mixed up with the normal revenues of the State. Uncertain revenue should properly be used either for some non-recurring charges of the administration or for capital expenditure, and as for any revenue realised as the value of an asset parted with,

for example, the Royalty received for the gold removed from the Kolar Mines, it can only be used for building up another revenue-yielding property. This is indeed no new principle, having been emphasised by Mr. Basu many years ago and again in 1916-17 when the reserve for the capitalisation of mining revenue was started under Mr. Datta's Financial Settlement. These would fall under group II. Then, again, the revenue transactions of productive works should be grouped under a separate class and not clubbed with those of the ordinary administration, it being the aim of the Government to follow the programme for the execution of these works in such a manner that their revenues meet not only the Interest and Sinking Fund charges for any loans contracted in their behalf but also make allowance for future expenditure on account of renewals, expansion and development. These with the interest on investments would constitute group III. I think that owing to the mixing up of all sources of revenue, and the utilisation of uncertain revenues and the handsome returns from the successful capital undertakings of the State in the past for expenditure under the service heads, our finances have seriously suffered in stability and such expenditure has increased at a rate beyond the growth of normal revenues. Mysore, however, is not the only administration that has followed this method. The Government of India itself has all along continued to club the transactions connected with the State Railways with the finances of the Central Government. The Acworth Committee appointed by the Secretary of State for enquiring into the working of the Indian Railways strongly recommended the separation of Railway finance from general finance, but the Railway Finance Committee considered that this measure of separation could not be given effect to immediately without serious dislocation as it involved the surrender by the Central Government of the net gain from Railways. Our position in respect of productive works, is more complex than that of the Government of India as we have not only Railways but other classes of productive assests and commercial concerns such as Hydro-Electric Works, the Krishnarajasagara Works, the Bhadravati Iron Scheme, and other Industrial concerns. Past experience as well as our present financial position clearly indicates the imperative need for the separation of the finances of productive works from the ordinary revenue account; and in my judgment, the sooner this separation is effected the better it will be for the future stability of Mysore finances.

It is, in my opinion, necessary therefore to give the group of productive works financial autonomy and make the normal revenues of the State support the normal administration. The existing arrangement under which the transactions of the ordinary administration and those of productive works are clubbed together, is responsible for much of the unsoundness of our present position. The net receipts of productive works, the bulk of which should be devoted to the maintenance in an efficient condition of the capital of such works, or applied to their extension or improvement, have been, allowed in the past to be absorbed by the service departments. If

under such an arrangement the net revenues of productive works decline owing to their being handicapped by a reduction in their revenue-earning capacity, the position of the administration becomes extremely embarrassing. If however, the productive works, after meeting from their net revenues all their demands including contributions to Sinking Funds and Interest for loans raised on their behalf can afford to contribute any share of their earnings for purposes of ordinary administration, there can be no objection to the utilisation of such non-tax revenues for easing the burden of taxation.

Policy of the next three years.

Taking Part I of the Financial Statement according to the grouping suggested above, you will observe from another statement which follows and which I had prepared to indicate the scheme of improvement in the course of the next three years, that we should direct our efforts to secure by the end of this period an increase of about Rs. 25 lakhs over the total of Rs. 252 lakhs which is the budget estimate of 1922-23 in this group. Under Land Revenue, I estimate for an increase of Rs. 10 lakhs by the introduction of re-settlement which is overdue in respect of 23 taluks, the quicker disposal of darkhasts and the grant for cultivation of large extents of land made available from Amrut Mahal Kavals, and date groves. According to the programme now fixed by Government, it is expected that the re-settlements in all the overdue cases will be completed by 1926-27 and an extent of 250,000 acres might also with special efforts, be given out for cultivation. Making a reasonable estimate of the increase in assessment due to these factors as well as to a quicker disposal of pending darkhasts numbering over 9,000 in respect of an aggregate area of about 96,000 acres, it may be possible to increase the total Land Revenue demand, including the Irrigation Revenue and items of miscellaneous revenue for which the Land Revenue Department is responsible, up to Rs. 123 lakhs. Under Forests my estimate of improvement in three years is about Rs. 3 lakhs making a total of Rs. 33 lakhs which includes a moderate estimate of Rs. 10 lakhs under sandalwood. Under Excise I have not estimated any increase, and the utmost that may be expected is that it will maintain its present level. Under income and miscellaneous taxes I estimate an improvement of Rs. 3 lakhs in three years and under Stamps and Registration an improvement of Rs. 6 lakhs and I have also taken into account a general improvement, under all other heads by better management of our resources, of Rs. 3 lakhs. These together show a general improvement of Rs. 25 lakhs over the budget estimate of 1921-23. Considering the growth of revenue in past years and the special efforts that have now to be made in all the revenue-producing departments for improving the revenue position, I consider that the estimate of Rs. 25 lakhs' increase in three years is possible. Comparing the actual figures of 1916-17 and the budget estimate of 1922-23 there has been an increase of Rs. 32 lakhs in six years of which no less than Rs. 11 lakhs are contributed by Excise, and Land Revenue did not show the advance

that it might have shown had the re-settlements been introduced in proper time. Under Part II, the only item I have taken is the Mining Revenue in respect of which I have retained the figure of Rs. 13 lakhs. Under Part III,—revenue from financial investments and productive works,—I have shown an advance of Rs. 3 lakhs from net revenue under Railways, Rs. 6 lakhs under Krishnarajasagara and Electric Works, Rs. 1 lakh under Sandal Oil Factories, and added Rs. 3 lakhs under Iron Works—a net improvement of Rs. 13 lakhs compared to the budget estimates of the next year. I have not taken into consideration the receipts under the surplus revenues of the Assigned Tract which may be kept untouched as a special reserve for capital expenditure.

Taking the expenditure side, I have indicated a retrenchment, under the first part of the account by Rs. 7 lakhs in the course of the next three years, and provided for a sum of Rs. 5 lakhs under Famine Insurance Fund and another Rs. 3 lakhs for Special Reserve for non-recurring expenditure. The account under Part I shows a nominal surplus of half a lakh and in Part II deducting the charge against Mining Revenue, there is a balance of Rs. 11 lakhs which is set aside for the Capitalisation Fund. Going to Part III you will see that the interest on loans of all kinds and Sinking Fund to the extent of Rs. 54 lakhs have to be fully provided for, and it is also necessary to provide a reserve for industrial development to the extent of a lakh and a half, and also Irrigation Capital of Rs. 13½ lakhs. Making provision for all the future liabilities on account of productive works, Sinking Fund, and Interest charges, as well as the reserves necessary to maintain financial stability and provide for future emergencies you will see that the total expenditure in three years will come to Rs. 69 lakhs against the budget estimate of Rs. 54 lakhs which makes no provision for reserves. As against these Rs. 69 lakhs I have taken into account a credit of Rs. 11 lakhs per annum by way of contribution from the Railway Sterling Loan Sinking Fund. The money is available and it is necessary to make the best possible use of it. The loan is terminable in 1936 only at the option of the State and it is desirable to utilise the Sinkig Fund holdings to meet our liabilities in respect of short term loans falling due earlier and carrying a higher rate of interest. Without the aid of this fund it does not seem possible to balance Part III. The total improvement to be aimed at in the three years will thus be Rs. 56 lakhs as already stated, and the details are given below:—

Increase of Revenue	...	Rs. 38 lakhs
Reduction of Expenditure	..	„ 7 „
Reduction of Contribution to Sinking Fund	...	„ 11 „
Total	...	„ 56

FINANCIAL FORECAST FOR THE NEXT TRIENNIUM.

(In Lakhs of Rupees)—

Revenue	Budget 1922-23	Improvements to be secured in 3 years	Position at end of 3 years	Expenditure	Budget 1922-23	Improvements to be secured in 3 years	Position at end of 3 years
PART I.							
NORMAL REVENUE.				SERVICE EXPENDITURE.			
Land Revenue ...	113	+10	123	Direct demands on revenue.	48		
Forest	30	+ 3	33	Palace	24		
Excise	70	...	70	Civil Administration ...	34		
Income and Miscellaneous Taxes.	11	+ 3	14	Protection	40		
Stamps	16	+ 6	22	Public Works ...	23*		
Registration	3	...	3	Moral and Material Development.	50		
Receipts of Service Departments.	9	...	9	Local Self-Government	3		
Improvements under other heads.	...	+ 3	3	Army and Defence ...	53		
				Reduction in Expenditure.	...	—7	
	252	+25	277		275	—7	268
				Famine Insurance Fund.		+ 5	5
				Special Reserve for Non-recurring Expenditure.		+3½	3½
Deficit ...	252	+25	277				
	23	...	...				
					...	...	276½
				Surplus	...	...	½
	275	...	277	Total ..	275	...	277
PART II.							
UNCERTAIN REVENUE AND RECEIPTS OF CAPITAL NATURE.				Charges against Mining Revenue.	2	...	2
				Surplus (Mining Revenue Capitalisation Fund).	11	...	11
Mining Revenue ...	13	...	13				
	13	...	13		13	...	13
PART III.							
REVENUE FROM FINANCIAL INVESTMENTS, AND PRODUCTIVE WORKS							
				Interest on Loans and Sinking Fund.	54	...	54
Interest	9	...	9				
Railways (Net) ...	10	+ 3	13	*Deduct* Contribution from Sterling Railway Loan Sinking Fund.	...	—11	—11
K. R. S. and Electrical ...	27	+ 6	33				
Sandal Oil Factory ,, ...	—1	+ 1	...				
Iron Works ... ,, ...	...	+ 3	3				
					54	—11	43
Total ...	45	+13	58				
Deficit ...	9	...	...	Industrial Development Reserve.		+1½	1½
				Irrigation Capital ...		+13½	13½
Total ...	54	...	58				
				Total ...	54	...	58
Total Revenue ...	310	...	348		331	...	347½
Deficit ...	21	...	...	Surplus	...	...	½
Grand Total...	331	...	348		331	...	348

* Omitting grant of one lakh for Bhadra project, from Irrigation Reserve.

In the above scheme of separation of Productive Works Finance from General Finance, no provision has been made on account of the depreciation of Railways. But the next year's budget estimate provides for renewals and replacements at a cost of about Rs. 4 lakhs and this may be taken for the present as contribution towards the Railway Depreciation Fund.

In fixing the scale of expenditure under normal service heads there is no provision for any expansion. The future outlook on this basis is no doubt gloomy for no administration can live efficiently without some margin or scope for development, especially when it is forced to carry on at the sacrifice of efficiency with reduced grants in almost every department owing to retrenchments. The position however is sufficiently serious to justify such sacrifice.

With a view to enable you to understand the exact position regarding our Railways and other permanent assets of the State in the shape of productive works and industrial concerns, I propose to take you hurriedly over the figures relating to (1) Railway Finance, (2) Krishnarajasagara and the Cauvery Power Scheme, (3) Bhadravati Iron Works, (4) Sandal Oil Factories, (5) Other Industrial concerns.

Railway Finance.

At the end of the Dewanship of Sir M. Visvesvaraya in 1918, the total investments on the Mysore State Railways including Iron Tramways came to Rs. 400 lakhs. An additional sum of Rs. 119 lakhs was invested during my predecessor's time the major portion of which went to the Mysore-Arsikere Railway and the Iron Tramways and for provision of rolling-stock. It has since been found necessary owing to other urgent demands of larger projects to stop the construction of the Nanjangud-Chamarajnagar and Shimoga-Arasalu Railways. It may be of interest to you to learn that the total investment up to date on account of Railways is Rs. 519 lakhs including Rs. 17 lakhs contributed by the Chikballapur Light Railway and the Kolar District Railway. The net receipts of our lines worked by the Madras and Southern Mahratta Railway Company have practically paid interest at 4 per cent and this is no small achievement. The other Railways are not yet paying their charges in full but no new line can be expected to pay in the initial stages. In 1918, Government decided to spend Rs. 20 lakhs per annum during the next five years on railway construction, in the expectation that this amount could be met from reserves. As all the balances both under reserves as well as under securities were exhausted, the railway construction programme sanctioned could not be continued without heavy borrowing, and then the demands of the Iron Works Tramways further crippled the available resources for the construction of railway lines. The result was that the schemes had to be postponed and heavy borrowing had to be resorted to to complete the programme of the tramway required for supplying fuel for the Bhadravati Iron Scheme. The budget estimates of gross receipts for all the railways put together come to roughly Rs. 76 lakhs and the net receipts to only Rs. 17½

lakhs, Rs. 58½ lakhs representing the working expenses, being 74 per cent of the gross receipts in respect of the lines worked by the Madras and Southern Mahratta Railway Company and 80 per cent in respect of State-worked lines.

The above particulars relating to our railway finance need not cause anxiety or concern. The State has now over 400 miles of open lines owned by them under their management besides the 275½ miles worked for them by the Madras and Southren Mahratta Railway Company, and they are a valuable asset representing a sum of about five crores; but unfortunately owing to war conditions renewals and replacements have had to be postponed with the result that a very high level of expenditure has to be maintained for some years to come causing a reduction in the net receipts. I am aware of the great public dissatisfaction that exists in regard to the administration of the Railway Department in the passenger and chiefly in the goods traffic. Our railways have been considerably handicapped owing to want of rolling-stock and engines to meet the growing traffic and the permanent way also, specially on the Mysore-Bangalore section, requires urgent renewal involving heavy capital outlay for some years. Consequently, even though we do not resume construction of new lines, we have, in order to keep our existing lines in proper working condition, to face a railway capital expenditure of at least Rs. 15 lakhs a year. Unless therefore, we are able to reduce our working expenses it is not possible to set apart from the net receipts any very large sum towards further development and expansion, as there is no reserve in hand from which expenditure thereon could be met. The problem of financing our railways therefore is one that presents considerable difficulties. Recently there was an International Congress held in Rome to discuss questions connected with railway administration in general, and the difficulties in having to meet the high working expenses which are now experienced all over the world have been investigated in detail and certain conclusions have been arrived at, with a view to reduce them wherever possible. The general impression regarding our railway establishments being extravagant requires to be carefully analysed but it must be said that in the case of new systems, working expenses are generally high at commencement and go down gradually as the systems develop and traffic increases. I can, however, promise the Assembly that the whole question of railway finance with a view to reduce working expenses will be carefully examined by me and as in my Forecast of financial policy I have taken credit for an improvement of Rs. 3 lakhs in the net revenue in the course of the next three years, you may rest assured that I shall endeavour to do every thing possible to improve the service of railways and their revenue-yielding capacity.

Krishnarajasagara and Cauvery Power Scheme.

We have till the end of 1920-21 spent a sum of Rs. 308 lakhs on these two schemes and the financial results of both are shown in the following figures:—

CAPITAL OUTLAY TO END OF 1920-21.

Reservoir and Canals therefrom	..	165·09 lakhs
Cauvery Power Works ..	..	142·75 „
Total	..	307·84 „

GROSS REVENUE IN 1920-21.

From Irrigation ..	..	·18 lakhs
From Power ..	..	30·22 „
Total	..	30·40 „

REVENUE EXPENDITURE.

For Irrigation including Reservoir	..	·42 lakhs
For Power Works ..	..	12·54 „
Total	..	12·96 „
Net Revenue	..	17·44 „

One of the references made to the Committee appointed by Government last year to go into the question of future policy in regard to the two schemes was to investigate.

"The relative merits of the Irrigation and the Power Schemes respectively under the first stage and the propriety of debiting the entire cost of the first stage of the scheme to the Cauvery Power Works."

The Committee has presented its report which is under consideration. In the meantime there can be no doubt that Krishnarajasagara works have to be pushed on to completion up to a certain stage, which is obligatory for us to reach in the interests not only of the safety of the works but also of the main object for which they have been constructed. According to the Committee's estimate, it will require another sum of Rs. 37 lakhs to reach that stage and they have advocated that this should be done within the next four years. This involves a provision of about Rs. 10 lakhs a year which, in the present circumstances, it may not be possible for the State to provide. It is therefore a matter for consideration whether the Cauvery Power Scheme and the Krishnarajasagara should not be combined and whether the receipts and profits of the Cauvery Power Scheme should not at least in part be utilised to finance, during the lean years, the Krishnarajasagara up to its final stage. The gross revenue from the Cauvery Power Scheme when the second stage of the sixth installation is completed is expected to reach the high figure of Rs. 53 lakhs per annum and I have in my forecast taken credit

an increase of Rs. 6 lakhs during the next three years on account net revenue of the combined project. The question of husbanding resources of both these capital works to the best possible advan- and of pursuing a definite policy for development in the future to be settled without any further loss of time. These questions w engaging the earnest consideration of Government and I soon to publish for general information the report of the Com- tee as well as the decision of Government in the matter.

Bhadravati Iron Scheme.

I am aware there is a considerable amount of public feeling, akin almost to alarm, that the Bhadravati Iron Scheme is causing a serious drain on the resources of the State and is not likely to prove profitable. It is now nearly four years since the operations connected with the establishment of the Mysore Iron Works in Bhadravati were started. Owing to various unforeseen causes the manufacture of Iron and the by-products of wood distillation which was expected to be commenced in March last year had to be postponed. The original estimates of expenditure relating to the different parts of the scheme, have mainly owing to the increased cost of machinery and the inclusion of certain essential items not provided for at first, increased more than threefold. Government have recently sanctioned a sum of Rs. 211 lakhs, roughly, on account of the expenditure under the various departments such as Wood Distillation and Blast Furnace Plant, Ore and Flux, Forest Tramways and construction commission of the Agents and fixed a definite programme so as to enable us to start operations in November next. Up to the end of March 1922 a sum of Rs. 158¾ lakhs has been spent on the scheme and it is proposed to incur an expenditure of another Rs. 15½ lakhs till the end of the current year. It is expected that with that sum all the essential parts of the scheme would be completed and a sum about Rs. 9½ lakhs only may be required to complete the immediate and urgent items required to carry on the operations for at least a period of three years. A sum of Rs. 80 lakhs had been sanctioned for expenditure on account of the scheme this year, but orders have recently been issued to restrict the expenditure up to June 1922 to Rs. 63 lakhs and the expenditure for next year to Rs. 9½ lakhs. The scheme will besides require a working capital of about Rs. 20 lakhs and the Government are now considering the ways and means of finding the money in communication with the Managing Agents, the Tata Iron and Steel Company.

The experts of the Managing Agents have now submitted a detailed report showing the prospects of the scheme from which it is clear that they are not as bright as originally expected, chiefly owing to the facts that the price of pig iron is low, that the demand for charcoal pig iron in India and the East is uncertain, and that there is no market for the by-products, *e.g.*, alcohol and acetate of lime, in India which, therefore, have to be shipped to Europe. It has also been found that the cost of operation as originally estimated has

to be increased in many directions, chiefly owing to the enhanc cost of raw materials as well as the cost of transport. It is, no dou disappointing that just at a time when this magnificent plant is re for operation, the market conditions are so unfavourable both regards pig iron as well as the by-products. I can assure you howe that the situation, serious as it is, is under careful examination view to improve, if possible, the financial prospects and redu chances of loss. At this stage it will be highly undesirable to s further progress on the scheme, which is nearing completion, and t seal up the plant, to open it for working at a later stage when th market conditions improve, for the State in any case will have to pay interest on the capital that has been invested, which will operate as a heavy weight on the Administration. If, therefore, by working the plant there is a chance of making a net return after paying all the working expenses, there can be no two opinions that such a course is certainly worth risking. It has therefore been decided to commence operations in November. No definite forecast regarding the results of the operations can be framed without working the plant for about 18 months. I am however hopeful that in three years' time we may count upon favourable results and on this assumption I have taken a moderate estimate of Rs. 3 lakhs as net receipts in the third year ; but if market conditions generally improve this should be considerably more.

Sandal Oil Factory.— Prior to 1916 sandalwood was being sold by public auction by the Forest Department which brought a fairly good revenue to the State. Soon after the outbreak of the War, the auction sales of sandalwood held in November and December 1914 proved unfavourable and on the recommendation of Sir Alfred Chatterton the idea of converting the sandalwood into oil and placing the oil on the market was then seriously considered by Government with the result that a small sandalwood distillation factory was established in Bangalore which commenced work in may 1916. As the undertaking proved successful, a factory on a larger scale was established in Mysore and work commenced in August 1917.

Up to the end of December 1921, the total investment on fixed capital on account of these factories amounted to Rs. 6·76 lakhs. During the 5½ years of the working of the factories 6,249 tons of sandalwood were purchased from the Forest Department at a cost of Rs. 97·70 lakhs which was duly credited to Forest.

The Profit and Loss accounts made up to the end of December 1921 show that, making a provision of Rs. 2·22 lakhs on account of depreciation on plant, buildings, etc., the net profits of the factories by the sale of oil during the past 5½ years amounted to Rs. 23·17 lakhs. Making allowance for a sum of Rs. 7·92 lakhs on account of interest on the fixed and floating capitals, there was a net profit of Rs. 15·24 lakhs mainly due to the high prices the oil commanded during the major portion of this period. It may be of interest to you to know that while during the five years prior to the starting of the factory, the revenue realised by the Forest Department was Rs. 88·89

lakhs for a total quantity of 11,741 tons sold by auction, the Department realised a sum of Rs. 97·70 lakhs for 6,249 tons supplied to the factories during the period of 5½ years referred to above.

For the past year and a half however, owing to disorganisation of the continental markets which necessitated a substantial reduction in price, the sales of sandalwood oil have not been brisk in spite of reduction, and it was accordingly considered desirable to suspend working of the Mysore Factory for some time, and at present only the factory at Bangalore is operating. But experience has shown that taking all facts into consideration, it is desirable to distil wood in the interests of revenue and Government therefore propose to continue the existing arrangement.

The market for oil has shown signs of revival in the past few months and it is anticipated that a large part of the old stock will be disposed of in the next year in addition to the quantity manufactured in that year. The rate at which the factory paid the Forest Department for previous supplies of sandalwood, has proved to be higher than could be realised through the price of oil and this explains the shortage of Rs. 90,000 shown in the next year's budget.

Other Industrial Concerns.

The industrial concerns under the control of the Industries and Commerce Department are—

(1) The Soap Factory,
(2) The Central Industrial Workshop,
(3) The Metal Factory,
(4) The Art Workshop,
(5) The Weaving Factory, and
(6) The Arts and Crafts Depot.

Some of these were started as pioneer concerns while others were established partly for training and demonstration purposes and partly as commercial concerns. Of the concerns mentioned above, the Metal Factory has since been sold to a private Syndicate and the entire capital outlay thereon of Rs. 1,56,500 has been recouped. During the period the factory was managed by the Department, owing to the abnormal conditions prevailing during the War and heavy drop in prices there was a loss in working it. But the fact that it attracted private capitalists when it was offered for sale shows that the concern is capable of being worked on a profit-earning basis.

The capital outlay on the Soap Factory is Rs. 71,000 and the concern has on the whole worked at a profit. It is under contemplation to transfer this factory also to private enterprise.

The capital outlay on the other concerns is as follows:—

	Rs.
Central Industrial Workshop ...	2,93,000
Art Worksohp	29,000
Weaving Factory	36,000
Arts and Crafts Depot	2,500

The working of these concerns has resulted in a loss of al Rs. 2 lakhs which will be written off in the current year. I proposed to have the assets of the concerns revalued with a view enable them to work under conditions making for financial succ Considering the very useful work these concerns have done in the of demonstrating improved methods and training people, it s desirable to continue them and work them on more efficient and commercial lines in future.

WD 123—GPB—606—11-9-22.